

INTERNATIONAL STUDENTS AND VISITING SCHOLARS: TRENDS,
BARRIERS, AND IMPLICATIONS FOR AMERICAN UNIVERSITIES
AND U.S. FOREIGN POLICY

JOINT HEARING

BEFORE THE

SUBCOMMITTEE ON INTERNATIONAL
ORGANIZATIONS, HUMAN RIGHTS, AND OVERSIGHT

OF THE

COMMITTEE ON FOREIGN AFFAIRS

AND THE

SUBCOMMITTEE ON HIGHER EDUCATION, LIFELONG
LEARNING, AND COMPETITIVENESS

OF THE

COMMITTEE ON
EDUCATION AND LABOR
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**INTERNATIONAL STUDENTS AND VISITING
SCHOLARS: TRENDS, BARRIERS, AND
IMPLICATIONS FOR AMERICAN UNIVERSITIES
AND U.S. FOREIGN POLICY**

FRIDAY, JUNE 29, 2007

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON INTERNATIONAL
ORGANIZATIONS, HUMAN RIGHTS,
COMMITTEE ON FOREIGN AFFAIRS, AND
SUBCOMMITTEE ON HIGHER EDUCATION,
LIFELONG LEARNING, AND COMPETITIVENESS
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittees met, pursuant to notice, at 9:35 a.m. in room 2172, Rayburn House Office Building, Hon. Bill Delahunt (chairman of the Subcommittee on International Organizations, Human Rights, and Oversight) presiding.

Mr. DELAHUNT. The subcommittees—that is plural—will come to order. This is a joint hearing between the Foreign Affairs Subcommittee on Oversight and the Education and Labor Subcommittee on Higher Education, Lifelong Learning, and Competitiveness, which is chaired by the gentleman from Texas, Mr. Hinojosa, who is unable to be here today, but that subcommittee is well represented by my colleague from Virginia, Bobby Scott.

Why is it so important to hold a hearing on international students and visiting scholars? Well, from the perspective of our national interests, I would suggest it is very important. And let me give three reasons.

First, international students and scholars strengthen our domestic economy by bringing in their dollars and their creativity. According to data from the Department of Commerce, our 570,000 international students and their dependents spend \$13.5 billion in the United States every year, making higher education our fifth largest service sector export. And our 100,000 visiting scholars provide critical research for our advances in the sciences, and particularly in medicine.

Second, international students and scholars gain skills that will allow them to confront issues such as poverty and promote economic growth in their home countries. And those are crucial goals of the United States and this administration and this Congress, both because of our interest in political stability and increased opportunities for trade and investment abroad for the United States,

as well as for our moral commitment to bring some of the benefit of our economic and scientific success to people in other countries.

Third, welcoming students and scholars here from other countries creates familiarity and bonds of mutual respect that will endure when they become leaders in their countries or when they assume critical roles in international organizations. This will allow us to work together to address international challenges, which can really be done in the global village in a unilateral way.

The problems we face are obviously overwhelming if we have to face them alone. International cooperation and coordination are becoming more and more necessary. And today's international students are going to be critical to those activities in the decades ahead.

Let me very briefly place today's hearing in the context of hearings that we have conducted regarding foreign opinion and its impact on our national interest. Under Secretary of State Karen Hughes, who is ably represented here today by her higher education specialist, Deputy Assistant Secretary Tom Farrell, told me recently that she believes that having foreign students at American universities is one of the most powerful tools we have in our arsenal of public diplomacy. And I agree enthusiastically. The Secretary gets it. Our series of hearings revealed that the recent sharp decline in international favorable views toward American leadership creates concrete costs to our national interests.

For example, according to one of those witnesses, Dr. Steven Kull of the noted polling organization PIPA, al Qaeda's ability to recruit and to operate in the Middle East has been enhanced by the increasing belief among Muslims since the invasion of Iraq that the United States is in a war against Islam. That is what the data revealed. We know that is not true. But we have to influence that perception.

One of the few bright spots in those hearings came when the pollsters agreed that foreigners who visit the United States have significantly higher approval ratings for us, roughly on the order of 10 percentage points, than do foreigners who never visit us. The witnesses agreed that students in particular tend to form positive impressions and friendships that make for lifelong bonds with America and Americans, and that they even pass along those positive attitudes to their friends and extended families back home. That is why I am concerned at the significant disruption after the 9/11 attacks and the trend line for international students, which has resulted in 247,000 fewer international students in the 4 years after 9/11, than one would have predicted before it.

That is why I am concerned about reports from the Woods Hole Oceanographic Institute, a premier scientific organization in my district on Cape Cod, about reports from that institution about potential visiting scholars being discouraged by visa waiting times and being rejected due to political disputes between governments and about international scholarly and scientific conferences being held in other countries because of the fear that the participants won't be able to come to the United States.

I am also concerned that only 3,000 of today's 570,000 international students are funded by our Government, meaning that nearly all come from wealthy families or wealthy countries, leaving

out potential future leaders, scientists and teachers from the very countries that are in dire need of our universities' expertise. That is why I hope to work with the administration and with my colleagues on the appropriate committees to see whether it is feasible to have a program that would dramatically boost funding for these future leaders and amplify our efforts to restore America's image abroad.

The Congressional Research Service estimates that we spend \$1 billion every 3 days in the war in Iraq. Now we can agree or disagree on whether those expenditures are promoting our national interests. But whether or not we agree on that question, surely we can all agree that it is clearly in our national interests to invest resources in an order of magnitude that is significant, just maybe once a year, along those lines to pass the store of skills and knowledge that exists in our wonderful universities on to young people from less developed countries, young people who will then be leaders and partners in our mutual efforts to address the world's thorniest problems. And they will be friends of America.

Before introducing the distinguished panel before me, let me call on Representative Scott for any comments he might wish to make. [The prepared statement of Mr. Delahunt follows:]

PREPARED STATEMENT OF THE HONORABLE BILL DELAHUNT, A REPRESENTATIVE IN CONGRESS FROM THE COMMONWEALTH OF MASSACHUSETTS, AND CHAIRMAN, SUBCOMMITTEE ON INTERNATIONAL ORGANIZATIONS, HUMAN RIGHTS, AND OVERSIGHT

The Subcommittees will come to order. This is a joint hearing between our Foreign Affairs Subcommittee on International Organizations, Human Rights, and Oversight, and the Education and Labor Committee's Higher Education and Competitiveness Subcommittee, chaired by the gentleman from Texas, Mr. Hinojosa, who must be absent due to an emergency in his district, with the gentleman from Florida, Mr. Keller, serving as the ranking member. I thank them and the distinguished chair of the Education and Labor Committee, my friend and landlord George Miller, for assisting us in holding this important hearing.

Why is it so important to hold a hearing on international students and visiting scholars? From the perspective of our national interests, it is very important, for three reasons:

First, international students and scholars strengthen our domestic economy by bringing in both their dollars and their creativity.

Second, their time here promotes international development, one of our most important long-term national interests, by transmitting skills and knowledge needed by other countries to prosper, which, if I may add with crass American self-interest, will help our economy grow as well, as today's less developed countries become stronger trading and investment partners.

Third, welcoming students and scholars here from other countries enables the sort of multilateral discussion and cooperation, both when they are here and when they return home, that we need to achieve our foreign policy goals.

Today's witnesses will be able to tell us a lot about the first two of these reasons for increasing the number of international students and visiting scholars, namely the benefits to our economy and to international development. Let me discuss briefly the third reason, our ability to work with other countries to achieve our foreign policy goals, in light of some of the findings of a series of hearings we have just concluded on foreign opinion and its impact on our national interests.

Under Secretary of State Karen Hughes, who is ably represented here today by her higher education specialist, Deputy Assistant Secretary Tom Farrell, told me recently that she believes that having foreign students at American universities is the most powerful tool we have for public diplomacy. I agree.

Our international reputation has been damaged badly since 2002, when the Bush administration spurned the framework of multilateral institutions that the United States established after World War II, and began its unilateral march to folly and tragedy in Iraq. A series of ten hearings held by our subcommittee has revealed that the sharp decline in international favorability toward American leadership creates concrete costs to our national interests. For example, according to a witness in those

hearings, Dr. Steven Kull of the noted polling organization PIPA, al Qaeda's ability to recruit and to operate in the Middle East has been enhanced by the increasing belief among Muslims since the invasion of Iraq that the United States is engaged in a war against Islam.

One of the few bright spots in the 10 hearings that we held on foreign opinion came when the pollsters agreed that foreigners who visit the United States have significantly higher approval ratings for us, roughly on the order of 10 percentage points, than do foreigners who do not visit here. The witnesses agreed that students, in particular, tend to form positive impressions and friendships here that make for lifelong bond with America and Americans, and that they even pass along these positive attitudes to their friends and extended families back home.

I should note that getting to know us doesn't seem to change students' levels of opposition to such controversial American policies as allying with and arming dictators in return for strategic benefits, or invading and occupying Iraq, or kidnapping and abusing suspected bomb plotters—policies that in fact I, and I believe a majority of Americans, oppose as well.

What studying here does do, however, is open up lines of communication, and remove feelings of automatic suspicion and bias that can keep us from talking to each other, and eventually working with each other on common objectives. Nobody can go it alone in today's world. The problems we face simply cannot be solved alone. From a foreign policy perspective, student and scholar exchanges are valuable because they create a new basis for discussion and cooperation in solving mutual problems.

That is why I am so concerned about the dramatic disruption after 9/11 in the trend-line for international students that we will hear about from our witness from the Government Accountability Office, Director George Scott, a disruption that has resulted in 247,000 less years of study than was predicted before that tragedy.

That is why I am so concerned about reports from the Woods Hole scientific community in my district of Cape Cod about potential visiting scholars being discouraged by visa waiting times and being rejected due to political disputes between our government and theirs.

That is why I am so concerned about today's testimony by Dr. Jerry Melillo of the Marine Biological Laboratory at Woods Hole, in which he says that planners of international scholarly and scientific conferences often don't even bother to try to hold these conferences in the United States.

That is why I am so concerned about the testimony of Ms. Adinah Abbey, our exemplary international student witness today, who points out that the lack of U.S. government funding means that foreign students are almost exclusively from wealthy families or wealthy countries, leaving out the potential future leaders, scientists, and teachers from the very countries that are most in need of our universities' store of knowledge.

That is why I am so concerned that only 3,000 of today's 570,000 international students are funded by our government, and that is why I hope to develop with the administration and my colleagues a billion dollar program.

And that is why I am so eager to learn the lessons of the pioneering work of the Davis United World Colleges Scholars program, whose director, Dr. Phil Geier, is also a witness today, and to start talking with the Administration about a new public initiative to bring 20,000 African, Asian, Middle Eastern, and Latin American students here who could otherwise not afford a university education.

Think about it—we spend a billion dollars every three days in a senseless war that is destroying our international standing and our ability to find allies to help us face future problems. Why not spend that much just once a year, on a program that will enhance our standing, and create cooperation for the future? Today I hope we will take the first step on our longer journey to address all of these concerns.

Before introducing our first panel, let me turn to my colleagues for their opening remarks.

Mr. SCOTT OF VIRGINIA. Thank you, Mr. Chairman. Thank you for holding this hearing. First, I would like to ask unanimous consent that the statement from the chairman of the Subcommittee on Higher Education, Lifelong Learning, and Competitiveness, the gentleman from Texas, Mr. Hinojosa, that his statement be included in the record.

Mr. DELAHUNT. Without objection.

[The prepared statement of Mr. Hinojosa follows:]

PREPARED STATEMENT OF THE HONORABLE RUBÉN HINOJOSA, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF TEXAS, AND CHAIRMAN, SUBCOMMITTEE ON HIGHER
EDUCATION, LIFELONG LEARNING, AND COMPETITIVENESS

I would like to thank Chairman Delahunt for calling today's joint hearing on "International Students and Visiting Scholars: Trends, Barriers, and Implications for American Universities and U.S. Foreign Policy." International exchange of scholars enriches and strengthens our nation. The Subcommittee on International Organizations, Human Rights and Oversight and the Subcommittee on Higher Education, Lifelong Learning and Competitiveness share an interest and responsibility for expanding opportunities for international education for visiting scholars here and for our students abroad.

Our system of higher education is world renowned. It has been a magnet for the top academic talent from all corners of the globe. International education is a \$15 billion per year industry that has kept the United States on the cutting edge of research and innovation.

However, in the post 9/11 world, we have seen our competitive edge in higher education slip. In the immediate aftermath of the terrorist attacks of 9/11, we had to confront fear and strengthen our national security. Thus, we established the Student and Exchange Visitor Information System. The new system faced many challenges -- from a rush to implementation to a major overhaul of the agencies responsible for issuing visas and managing the system. Today, many international scholars are choosing not to put themselves through our visa process and are going to universities in other nations.

We need to regain our lost momentum. The international student market is increasingly competitive. We must ensure that our processes, while safeguarding our national security, do not discourage international students from seeking to study in the United States.

The benefits of the global exchange of ideas on our college campuses are in our national interest -- our economic interest and our national security interest. Recent surveys have

shown that there is an urgent need to improve America's image abroad. One of the most potent tools and long-lasting strategies to achieve this goal is to ensure that our institutions of higher learning remain open to the best and brightest from around the world.

In a similar vein, we need to do a better job of expanding our citizens' understanding of the world and other cultures. Our nation needs more people who are comfortable and experienced in an international or global environment. Some of our first federal higher education programs were created with that end in mind. Many of these programs are found in Title VI of the Higher Education Act, including: the International and Foreign Language Studies Program that funds centers for area and language studies, The Business and International Education Program that funds centers to promote the Nation's capacity for international understanding and economic enterprise, and the International Institute for Public Policy that is designed to prepare students from minority-serving institutions for careers in foreign affairs.

I would like to thank the witnesses for joining us today. I am interested in your views and recommendations on how we can foster greater internationalization on U.S. campuses by welcoming scholars from around the world to our universities and by encouraging our students to gain experience abroad.

Thank you.

Mr. SCOTT OF VIRGINIA. Mr. Chairman, I guess I would take the opportunity to welcome everyone from Old Dominion University, which is in my district. They have a huge presence of international students, and so this hearing is of significant interest to people from that area. We were dismayed, many of us were dismayed yesterday when the Supreme Court held that diversity programs, programs to promote diversity, and in fact to eliminate the possibility of de facto segregation in public schools, that programs like that were held to be unconstitutional. There was one bright light in that, and that is that five justices at least held that diversity could be a compelling State interest. Had five gone the other way, you would not be able to have any kind of diversity programs. But one of the judges that ruled that the program was unconstitutional did not concur with the idea that diversity was not a compelling State interest.

So this is an opportunity. Having diverse students from around the world gives us the opportunity to spread American values in a way that really can't be done any other way. The students that come here learn to respect American values. And when, as you have indicated, when there is that respect, it helps our national interests. People who disrespect the United States are much more likely to cause problems, particularly with terrorism. So we need to make sure that our visa programs that let students in do it in such a way that protects our national interests. We don't want terrorists to come in on these student visas, but we also want to do it in such a way that promotes our national and international American values so that as many students can come in as possible.

And that is why this is a joint hearing. You have foreign affairs interests, national security interests, but you also have significant

interest in the conduct of our colleges and universities. So thank you for holding the hearing. I look forward to the testimony of our witnesses.

Mr. DELAHUNT. Thank you, Mr. Scott. And let me call on the gentleman from Kentucky, a new member of the House of Representatives who is making a significant contribution, Mr. Yarmuth.

Mr. YARMUTH. Thank you, Mr. Chairman, and good to see my colleague, Mr. Scott, as always. And I would like to associate myself with his remarks, since I represent the district that was directly affected by that Supreme Court decision yesterday, and say what a disappointment it was to my entire community, that something that the community has embraced voluntarily as a means of establishing diversity in the schools and giving everyone an equal opportunity for a high quality education was overturned by the Supreme Court. And it is a sad day in my district, but we look forward to meeting the challenge of finding other ways of making sure that diversity is achieved and that equal opportunity is achieved.

I would also like to just mention that my home university, the University of Louisville, has a proud tradition that goes back decades of promoting and encouraging international student exchanges, and we recognize the value of that activity and how much that has meant to our community and to international understanding.

So I applaud the purposes of this hearing, and look forward to hearing the witnesses, and thank you for being here.

Mr. DELAHUNT. Thank you, Mr. Yarmuth. And our first panel of government witnesses has substantial expertise in the issues that we have all alluded to; namely, trends and barriers and potential solutions in the area of international study and scholarship in the United States.

First, let me introduce Mr. George Scott. He is not related to Mr. Bobby Scott, but they met today. He is a director at the Government Accountability Office, and is responsible for overseeing all work in the area of higher education. He participated in the planning and writing of the 2007 GAO forum report that assessed the status of international students in the United States and identified three areas of consideration in resolving possible problems. I read that report, and I say it was very informative, and I think, it presents a blueprint of how we may proceed in the future.

Tom Farrell, Deputy Assistant Secretary of State for Academic Programs. And James Manning, acting assistant secretary of education for Postsecondary Education. We have perhaps the two people in the executive branch most qualified to respond to the GAO report and to give us the Bush administration's perspective on international students.

Secretary Farrell has been involved in international education for nearly 30 years, including stints with the State Department and the Institute of International Education. Appropriately enough he is a former Fulbright scholar in Pakistan. He is the lead officer in the U.S. Government for the Fulbright program, which funds more international students than any other government program. I am hoping he can in particular tell us about that and other government-funded programs for international students.

Secretary Manning's credentials are equally as impeccable, particularly for me, since he hails from Boston and graduated from Northeastern University. But that is not all he has accomplished. No, Mr. Manning, probably his greatest professional achievement has got to be his 8 years as director of International Events for the National Basketball Association. What did you think of the Celtics trade last night, Mr. Manning?

Mr. MANNING. I am focusing on my testimony, sir.

Mr. DELAHUNT. I am glad to hear that. Anyone who can pull off the NBA South African Tour and the U.S. Women's Basketball World Tour can handle just about anything. So welcome all, and let's proceed in the order as I introduced you, so that we can layout the GAO's ideas on the table.

So we will begin with you. And let me suggest usually there is a light, and bells go off here. But this is a very informal subcommittee. We don't use the gavel. But if you can be somewhat brief we would appreciate it.

Mr. Scott, thank you.

STATEMENT OF MR. GEORGE A. SCOTT, DIRECTOR, EDUCATION, WORKFORCE, AND INCOME SECURITY TEAM, GOVERNMENT ACCOUNTABILITY OFFICE

Mr. SCOTT. Thank you, Mr. Chairman, and members of the subcommittee. I am pleased to be here today to discuss the challenges in attracting international students to the United States.

Over 2 million students worldwide study outside of their country of origin. The United States has relied on students from other countries to support our economic and foreign policy interests. These students have been important sources of innovation in our economy, brought needed research skills, and strengthened our labor force.

My testimony today discusses several of the key issues that may affect our ability to continue to attract international students. In summary, the global landscape of higher education is changing and providing more alternatives for students, particularly as other countries expand their educational capacity. The cost of obtaining a degree in the United States is rising, which may discourage some international students from enrolling in our colleges and universities. Also visa policies may have contributed to barriers for international students seeking to enter the country. However, recent changes have helped ease those barriers.

The United States has historically sought to attract international students to our colleges and universities. In recent years, these students have earned about one-third or more of all of the advanced degrees in the U.S. in several math and science fields.

As you can see on the first chart, which is also shown on page 5 of my testimony, after several decades of fairly steady increase, the number of international students enrolled in U.S. colleges and universities has leveled off, and even dropped slightly in 2001. According to the Institute of International Education, the decline between 2002 and 2003 in the number of international students attending U.S. higher education institutions was the first drop in over 30 years.

Changes in the global higher education landscape have provided international students with more options. For example, advances in technology have spurred online courses and even degree programs that can be completed totally online. International branch campuses now provide students the opportunity to receive an American education without leaving their home country. Also greater competition has prompted some countries to provide more instruction in English, and encourage others to expand their recruiting activities.

As the cost of attending college in the U.S. rises, international students may be discouraged from coming here to study. Higher education in the U.S. already ranks among the most expensive in the world. Moreover, costs continue to rise. For example, undergraduate tuition and other costs at 4-year public institutions increased substantially between 1990 and 2004. While the effects of rising tuition costs and other factors on international enrollment patterns are difficult to estimate, some policymakers are concerned that costs may be discouraging some international students from attending U.S. colleges and universities.

Changes in U.S. visa policies have also contributed to barriers for international students. After September 11th, the Departments of State and Homeland Security, as well as other agencies, took steps to strengthen the visa process as an anti-terrorism tool. This has made the visa process more robust, but may have contributed to real and perceived barriers to international students and fueled perceptions that these students are not welcome in the United States.

The State Department has acknowledged that long wait times for some visas may discourage legitimate travel to the United States and adversely influenced foreign students' impressions of our Nation. We have reviewed aspects of the visa process and have made many recommendations to strengthen the process in a way that reduces barriers for international students while balancing security interests. Since 2002, State and other agencies have implemented many of our recommendations aimed at strengthening the visa process, while improving mechanisms to facilitate legitimate travel. In fact, recent data show an increase in the number of student visas issued in the last few years.

In conclusion, the United States must maintain an appropriate balance between protecting national security interests and ensuring our long-term competitiveness. The slight decline in international enrollments recently raises some concerns. In fact, participants at GAO's Forum on Global Competitiveness and Higher Education noted that the United States lacked a national strategy for recruiting international students. They also emphasized the need to remove barriers, explore new sources of international students, and cultivate U.S. domestic capacity to improve our competitiveness. While Federal efforts to reduce barriers have helped, monitoring current trends and Federal policies is essential to ensuring that the United States continues to attract the world's most talented international students.

Mr. Chairman, this concludes my prepared statement. I will be happy to respond to any questions you or other members of the subcommittees may have at this time. Thank you.

[The prepared statement of Mr. Scott follows:]

GAO

United States Government Accountability Office

Testimony before the Subcommittee on
International Organizations, Human Rights
and Oversight, Committee on Foreign
Affairs, House of Representatives

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HIGHER EDUCATION

Challenges in Attracting International Students to the United States and Implications for Global Competitiveness

Statement of George A. Scott, Director
Education, Workforce, and Income Security Issues



GAO-07-1047T

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Accountability Integrity Reliability

Highlights

Highlights of GAO-07-10477, a testimony before the Subcommittee on International Organizations, Human Rights, and Oversight, Committee on Foreign Affairs, House of Representatives

Why GAO Did This Study

More international students obtain a higher education in the United States than in any other country, and they make valuable contributions while they are here. For these students returning home after their studies, such exchanges support federal public diplomacy efforts and can improve understanding among nations.

International students have earned about one-third or more of all U.S. degrees at both the master's and doctoral levels in several of the science, technology, engineering, and mathematics fields. Yet recent trends, including a drop in international student enrollment in U.S. colleges and universities, and policy changes after September 11, 2001, have raised concerns about whether the United States will continue to attract talented international students to its universities.

This testimony is based on ongoing and published GAO work. It includes themes from a September 2006 Comptroller General's forum on current trends in international student enrollment in the United States and abroad. Invitees to the forum included experts from the Congress, federal agencies, universities, research institutions, higher education organizations, and industry.

What GAO Recommends

This testimony does not contain recommendations.

www.gao.gov/cgi-bin/getat?GAO-07-10477

To view the full product, including the scope and methodology, click on the link above. For more information, contact George Scott at 202-512-5932 or ScottG@gao.gov.

June 29, 2007

HIGHER EDUCATION

Challenges in Attracting International Students to the United States and Implications for Global Competitiveness

What GAO Found

GAO identified the following key issues that may affect the United States' ability to continue attracting the world's most talented international students to our universities and colleges:

- The global higher education landscape is changing and providing more alternatives for students, as other countries expand their educational capacity and technology-based distance learning opportunities increase. For example, enrollment in college-level distance education has nearly quadrupled since 1995. In addition, U.S. universities are establishing branch campuses in other countries and partnerships with international institutions, allowing international students to receive a U.S. education without leaving home. Greater competition has prompted some countries to offer courses in English and to expand their recruiting activities and incentives. Some countries also have developed strategic plans or offices focused on attracting international students.
- The cost of obtaining a U.S. degree is among the highest in the world and rising, which may discourage international students. Average tuition in 2003 at public U.S. colleges and universities was second only to Australia. Moreover, tuition and associated costs continue to rise. While the effects of high and rising costs and related factors are difficult to estimate, some policymakers are concerned they may be discouraging international students from coming to the United States.
- Visa policies and procedures, tightened after September 11 to protect our national security, contributed to real and perceived barriers for international students. Post-September 11 changes included a requirement that almost all visa applicants be interviewed, affecting the number of visas issued and extending wait times for visas under certain circumstances. GAO has made several recommendations to strengthen the visa process in a way that reduces barriers for international students while balancing national security, and recent changes have improved the process. Processing times for certain security reviews have declined, and recent data show more student visas issued in the last few years. The Department of State also has taken steps to ease the burden on students, including expediting interviews and extending the length of time that some visa clearances are valid. We are continuing to study aspects of these issues.

The United States must maintain an appropriate balance between protecting national security interests and ensuring our long-term competitiveness. Monitoring current trends and federal policies is essential to ensuring that the United States continues to obtain talented international students in the face of greater global competition.

Chairman Delahunt, Chairman Hinojosa and Members of the Subcommittees:

I am pleased to be here today to discuss the challenges in attracting international students to the United States and implications for global competitiveness. Over 2 million students worldwide study outside of their country of origin and make economic and foreign policy contributions to their host countries. The United States has relied on undergraduate and graduate students from other countries to support both economic and foreign policy interests. International students have been important sources of innovation and productivity in our increasingly knowledge-based economy, brought needed research and workforce skills, and strengthened our labor force. For those students returning home after their studies, such exchanges support federal public diplomacy efforts and can improve understanding among nations.

The United States' competitiveness in a global society must strike a proper balance among protecting our national security interests, ensuring our long-term competitiveness, and building bridges with other nations and their people. It is also essential that we continue to develop our own domestic capacity.

My testimony today touches on several of the key issues that may affect the United States' ability to continue attracting the world's most talented international students to our universities and colleges. My remarks today are drawn primarily from previous GAO reports, and the framework for discussing the issues is based on the perspectives and insights from the Comptroller General's forum held in September 2006 to discuss American global competitiveness in higher education that included leaders from government, universities, research institutions, higher education organizations, and industry.¹ The forum participants' suggestions and views reported here are not intended to reflect the views of GAO. All of the work on which this testimony is based was performed in accordance with generally accepted government auditing standards.

¹GAO, *Highlights of a GAO Forum: Global Competitiveness: Implications for the Nation's Higher Education System*, GAO-07-133SP (Washington, D.C.: Jan. 23, 2007).

In summary:

- The global landscape of higher education is changing and providing more alternatives for students, particularly as other countries expand their educational capacity and technology-based distance learning opportunities increase.
- The cost of obtaining a degree in the United States is rising, which may discourage international students from enrolling in our colleges and universities.
- Visa policies and procedures, tightened after September 11, 2001, to protect our national security interests, may have contributed to real and perceived barriers for international students seeking to enter the country, but recent changes have helped ease barriers.

Background

The United States has historically sought to attract international students to its colleges and universities. In recent years international students have earned about one-third or more of all of the U.S. degrees at both the master's and doctoral levels in several of the science, technology, engineering, and mathematics (STEM) fields. In academic year 2002-2003 alone, international students earned between 45 percent and 57 percent of all the STEM degrees in the United States.²

Several federal agencies coordinate efforts to attract and bring international students to the United States and implement related requirements. The Department of State (State) manages the student visa application process, administers some student exchange programs, offers grants to facilitate international exchanges, and provides information promoting educational opportunities in the United States. State's Bureau of Educational and Cultural Affairs supports a global network of more than 450 advising centers around the world that provide comprehensive information about educational opportunities in the United States and guidance on how to access those opportunities. In addition, the Undersecretary for Public Diplomacy and Public Affairs has undertaken ongoing efforts at outreach. For example, the office has organized several delegations of American university presidents to travel overseas with the Undersecretary in order to emphasize the United States' interest in welcoming international students. The Department of Homeland Security enforces immigration laws and oversees applications for changes in

²GAO, *Higher Education: Federal Science, Technology, Engineering, and Mathematics Programs and Related Trends*, GAO-05-114 (Washington, D.C.: Oct. 12, 2005).

immigration status. It also administers the Student and Exchange Visitor Information System (SEVIS), an Internet-based system that maintains data on international students and exchange visitors before and during their stay in the United States. Finally, the Department of Education (Education) sponsors initiatives to encourage academic exchanges between the United States and other countries, and the Department of Commerce offers various activities to help U.S. educational institutions market their programs abroad.

Students or exchange visitors interested in studying in the United States must first be admitted to a U.S. school or university before starting the visa process.⁵ Most full-time students enter the United States under temporary visas, which usually permit them to stay for the duration of their studies but may require renewals if they return home before their studies are complete. In order to apply for a visa at a U.S. embassy or consulate, students are required to submit a SEVIS⁶-generated document issued by a U.S. college or university or State-designated sponsor organization when they apply for a visa.⁷ State advises student applicants to apply early for a student or exchange visitor visa to make sure that there is sufficient time to obtain an appointment for a visa interview and for visa processing. Among the long-standing requirements for students applying for a visa is that they demonstrate an "intent to return" to their country of origin after they complete their studies. Graduates who wish to stay and work in the United States beyond the time allowed by their student visas generally need to receive approval for a change in status, for example, through a temporary work visa or through permanent residency.

⁵A visa allows a foreign citizen to travel to a U.S. port of entry and request permission from the U.S. immigration officer to enter the United States. It does not guarantee entry into the United States.

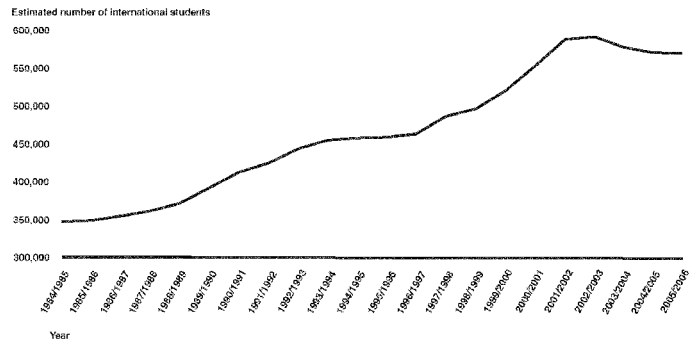
⁶Section 641 of the Illegal Immigration Reform and Immigrant Responsibility Act of 1996 (IIRIRA), as amended, requires the creation and implementation of a program to collect information relating to nonimmigrant foreign students and exchange visitor program participants during the course of their stay in the United States. Pub. L. No. 104-208, Div. C, Tit. VI, § 641, 110 Stat. 3009-704 (1996), codified as amended at 8 U.S.C. § 1372. The program became known as SEVP (Student and Exchange Visitor Program), and its core technology became known as SEVIS. It is administered by the Bureau of Immigration and Customs Enforcement (ICE) within the Department of Homeland Security (DHS), and is an Internet-based system that maintains data on foreign students and exchange visitors before and during their stay in the United States.

⁷The U.S. academic institution or program sponsor provides the appropriate SEVIS-generated form when the applicant has been academically admitted to the institution or accepted as a participant in an exchange program. To ensure that they will be able to arrive in time for the start of their educational program in the United States, applicants need to request and receive the appropriate visa-qualifying document from the U.S. institution or program sponsor well in advance of their planned arrival in the United States.

Although the United States continues to enroll more international students than any other country, the number of international students enrolled in U.S. higher education institutions leveled off and even dropped slightly after 2001, as shown in figure 1. Figure 2 shows that the U.S. share of international students worldwide decreased between 2000 and 2004. According to the Institute of International Education, the decline in the number of international students attending U.S. higher education institutions between 2002 and 2003 was the first drop in over 30 years.⁶ While some preliminary data suggest that international student enrollment numbers may be rebounding, enrollments have yet to return to previous levels. Nevertheless, the United States continues to be a prime study destination for international students for numerous reasons: its high-quality higher education institutions, top-ranked graduate programs, strong research funding, English-language curriculum, and a diverse foreign-born faculty.

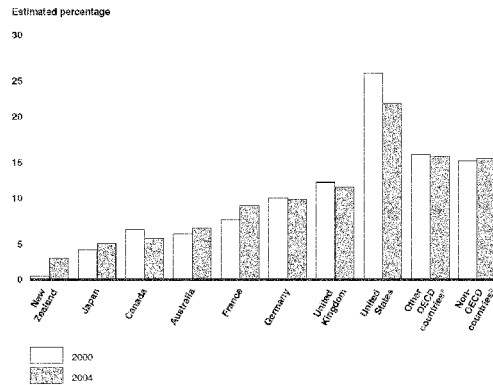
⁶Institute of International Education, *Open Doors: Report on International Educational Exchange*, 2004, New York.

Figure 1: Estimated Number of International Students Enrolled in U.S. Higher Education, 1984/1985 to 2005/2006



Source: Institute of International Education (IIE) data.

Figure 2: Estimated Percentage of All International Higher Education Students Enrolled in a Selection of Countries by Destination, 2000 and 2004



Source: Organisation for Economic Co-operation and Development (OECD) data.

Note: Information in this graph includes only those countries for which both 2000 and 2004 data were available, except for Canada, for which the year of reference is 2002. GAO did not assess the reliability of the data for the percentage of students enrolled in schools outside the United States. Also, the definition of international students is not uniform across countries.

¹Other OECD countries include Austria, Belgium, Denmark, Finland, Greece, Hungary, Iceland, Ireland, Italy, Korea, Luxembourg, Mexico, the Netherlands, Norway, Poland, Portugal, the Slovak Republic, Spain, Sweden, Switzerland, and Turkey.

²Non-OECD countries include Brazil, Chile, India, Malaysia, the Russian Federation, South Africa, and others.

The Global Higher Education Landscape Is Providing More Options for Students

As worldwide demand for higher education continues to rise, changes in the global higher education landscape have provided students with more options. For example, technological advancements have spurred online courses and even completely online programs that cater largely to nontraditional students having work and family commitments. Between 1995 and 2001, enrollment in distance education at the college level nearly

quadrupled to over 3 million students, according to Education's most recent data.

In addition, international partnerships allow institutions to share faculty members and facilitate study abroad opportunities. International branch campuses now provide international students the opportunity to receive an American education without leaving their home country.

Greater competition has prompted some countries to embrace instruction in English and encouraged other systems to expand their recruiting activities and incentives. Germany alone offers nearly 400 courses in English that are geared toward international students. In terms of recruiting, several of the participants during our global competitiveness and higher education forum suggested that some countries appear more committed to attracting international students than the United States or are now competing with the United States for the best and the brightest students. Japan offers the same subsidized tuition rates to international students as domestic students, while Singapore offers all students tuition grants covering up to 80 percent of tuition fees as long as they commit to working in Singapore for 3 years after graduation. France and Japan have also strengthened and expanded their scholarship programs for international students. Some countries' recruiting efforts include providing scholarships to international students who may not be able to afford the costs of obtaining a higher education degree in the United States.

In addition, some countries have also developed strategic plans or offices that address efforts to attract international students. The German Academic Exchange Service and EduFrance offer examples where government agencies have been tasked with international student recruitment. Participants at GAO's forum on global competitiveness expressed concerns that the United States lacked such a national strategy for recruiting international students and emphasized a need to both explore new sources of international students as well as cultivate U.S. domestic capacity.

Rising Cost of U.S. Higher Education May Discourage Some International Students from Coming

As the cost of attending college in the United States rises, international students may be discouraged from coming here to study. Higher education in the United States ranks among the most expensive in the world. As shown from OECD data in table 1, in 2003-2004 annual average tuition at

public U.S. colleges and universities (\$4,587) was second only to Australia (\$5,280) and more than 2.5 times higher than Europe's system with the highest tuition fees, that of the United Kingdom.⁷ In terms of private higher education providers, U.S. institutions ranked the highest at more than \$17,000 per year followed by Australia (\$13,420), Italy (\$3,992), and Portugal (\$3,803).

Table 1: Estimated Annual Average Tuition Fees Charged by Select OECD Countries⁷ Tertiary-Type A Educational Institutions (School Year 2003-2004)

OECD countries	Public institutions	Private institutions
Australia	\$5,289	\$13,420
United States	4,587	17,777
Canada	3,267	--
New Zealand	2,538	3,075
Italy	983	3,992
Portugal	868	3,803
Austria	853	800
Spain	801	--
Belgium (Other)	658	751
Belgium (Flanders)	540	536
Hungary	351	991
Czech Republic	0	3,449
Denmark	0	--
Finland	0	0
Iceland	0	3,000
Slovak Republic	0	--
Sweden	0	0
Netherlands	--	1,565
United Kingdom	--	\$1,794

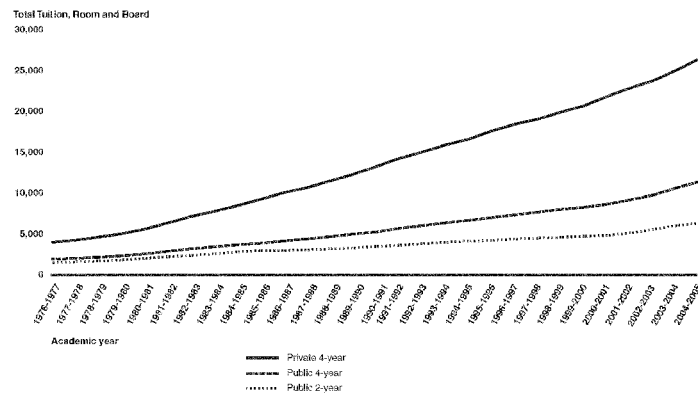
Source: OECD Education at a Glance 2006, Paris.

⁷Higher education institutions in the United Kingdom are privately controlled. However, because they are funded largely by the state, they are commonly regarded as public institutions in international comparative analyses.

Note: In equivalent U.S. dollars converted using purchasing power parity (PPP), by type of institutions, based on full-time students. Zero values indicate no tuition and dashed values indicate that data were either missing or the category was not applicable. These figures represent the weighted average of the main Tertiary-type A programs and do not cover all educational institutions. However, the figures reported can be considered as good proxies and show the difference among countries in tuition fees charged by main educational institutions for the majority of students. Tertiary-type A programs are largely theory-based and designed to provide sufficient qualifications for entry to advanced research programs and professions with high skill requirements. They have a minimum cumulative theoretical duration of three years' full-time equivalent, although they typically last four or more years.

Moreover, student costs at U.S. colleges and universities continue to rise. Figure 3 depicts average undergraduate tuition and room and board costs between 1976 and 2004 for full-time students in degree-granting programs at both 4-year public and private higher education institutions as well as public 2-year institutions. Average costs for private colleges and universities have risen the most since 1990, from \$13,237 to \$26,489. However, in percentage terms the most growth took place at 4-year public institutions; the change between 1990 and 2004 was approximately 118 percent compared to a 100 percent increase at 4-year privates and an 83 percent increase at 2-year institutions.

Figure 3: Average Undergraduate Tuition and Fees and Room and Board Rates Charged for Full-Time Students in Degree-Granting Institutions, by Type and Control of Institution: 1976-1977 through 2004-2005



Note: Data for 1988-1987 and later years reflect a basis of 20 meals per week rather than meals 7 days per week. Because of this revision in data collection and tabulation procedures, data are not entirely comparable with figures for previous years. Room and board data are estimated. Data were imputed using alternative procedures. Preliminary data based on fall 2003 enrollment weights. Data are for the entire academic year and are average total charges for full-time attendance. Tuition and fees were weighted by the number of full-time equivalent undergraduates, but were not adjusted to reflect student residency. Room and board were based on full-time students. The data have not been adjusted for changes in the purchasing power of the dollar over time. Data for 1976-1977 to 1996-1997 are for institutions of higher education. Institutions of higher education were accredited by an agency or association that was recognized by the U.S. Department of Education, or recognized directly by the Secretary of Education. Because of their low response rate, data for private 2-year colleges must be interpreted with caution.

International students generally do not rely on U.S. federal funding to study in the United States. According to the Institute of International Education's Open Doors 2004/2005 report, which provides data on international student mobility patterns from U.S. universities, an estimated 71 percent of all international students reported their primary source of funding coming from personal and family sources or other sources outside of the United States. The effects of high and rising tuition and other factors on international enrollment patterns are difficult to estimate, but some

policymakers are concerned that costs may be discouraging some international students from coming to U.S. higher education institutions.

Changes in U.S. Visa Policies Contributed to Real and Perceived Barriers for International Students to Enter the Country, but Recent Improvements Have Helped Ease Some of the Burden

After September 11, State and Homeland Security, as well as other agencies, took various steps to strengthen the visa process as an antiterrorism tool. This has made the visa process more robust, but may have contributed to real and perceived barriers for international students as well as fueled perceptions that international students were not welcome. Almost all visa applicants must now be interviewed by a consular adjudicating officer at a U.S. embassy or post; this requirement has both affected the number of visas issued and extended wait times for visas under certain circumstances.⁹ We have reviewed aspects of the visa process and have made many recommendations to strengthen the process in a way that reduces barriers for international students while balancing national security interests. In October 2002 we cited the need for a clear policy on how to balance national security concerns with the desire to facilitate legitimate travel when issuing visas and made several recommendations to help improve the visa process.¹⁰ In 2003, we reported that the Departments of State, Homeland Security, and Justice could more effectively manage the visa process if they had clear and comprehensive policies and procedures as well as increased agency coordination and information sharing.¹¹ In 2005 we reported on State's management of J-1 exchange programs.¹² Separately in 2005, we reported on the department's efforts to improve the time required to process visas for international science students and scholars as well as others.¹³ In 2004 we found that the time to adjudicate a visa depended largely on whether an applicant had to undergo a Visas Mantis security check. Visas Mantis security checks target

⁹See GAO, *Border Security: Reassessment of Consular Resource Requirements Could Help Address Visa Delays*, GAO-06-542T (Washington, DC: Apr. 4, 2006).

¹⁰GAO, *Border Security: Visa Process Should Be Strengthened as an Antiterrorism Tool*, GAO-03-123N1 (Washington, D.C.: Oct. 21, 2002).

¹¹GAO, *Border Security: New Policies and Increased Interagency Coordination Needed to Improve Visa Process*, GAO-03-1913T (Washington, DC: July 15, 2003).

¹²GAO, *State Department: Stronger Action Needed to Improve Oversight and Assess Risks of the Summer Work Travel and Trainee Categories of the Exchange Visitor Program*, GAO-05-196 (Washington, D.C.: Oct. 14, 2005).

¹³GAO, *Border Security: Streamlined Visas Mantis Program Has Lowered Burden on Foreign Science Students and Scholars but Further Refinements Needed*, GAO-05-198 (Washington, D.C.: Feb. 18, 2005).

foreigners who might be involved in violation or evasion of U.S. laws by exporting goods, software, technology, or sensitive information, aiming to prevent proliferation of weapons of mass destruction and conventional weapons. Between January 2004 and June 2006, almost 28 percent of all visa applications sent for Mantis security checks were for students or exchange participants. State has acknowledged that long wait times may discourage legitimate travel to the United States, potentially costing the country billions of dollars in economic benefits, including from foreign students,¹³ and adversely influencing foreign citizens' impressions and opinions of our nation.

Much progress has been made over the years with respect to the visa process. Since 2002, State and other agencies have implemented many of our recommendations aimed at strengthening the visa process as an antiterrorism tool while improving processes to facilitate legitimate travel. In particular, State has issued standard operating procedures, in consultation with Homeland Security, to inform consular officers on issues such as special security checks and student visa requirements. In 2005, we reported a significant decline in both Visas Mantis processing times and cases pending more than 60 days.¹⁴ Recent visa data show an increase in the number of student visas issued in the last few years.¹⁵ According to State Department data, the combined student visa issuance levels for fiscal year 2006 increased by about 20 percent from fiscal year 2002. See figure 4 for the issuance trends for individual student visa categories.

Broader efforts to facilitate travel to the United States for international students have also been implemented. State has expedited interviews for students. In addition, the length of time that some visa clearances are valid has been extended. In February 2007, State issued guidance to posts that applicants should receive an appointment for a student visa interview

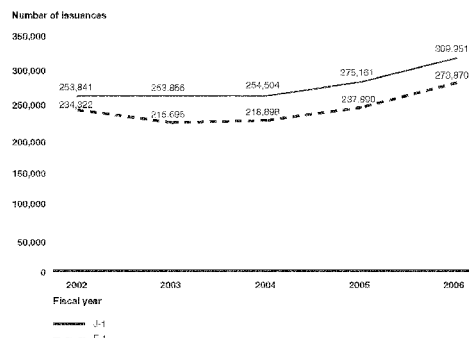
¹³In March 2007, the Deputy Secretary of State for Visa Services testified that, according to Department of Commerce figures, international students contribute \$13.5 billion each year to institutions they attend and the surrounding communities in which they live.

¹⁴GAO, *Border Security: Streamlined Visas Mantis Program Has Lowered Burden on Foreign Science Students and Scholars, but Further Refinements Needed*, GAO-05-196 (Washington, D.C.: Feb. 18, 2005).

¹⁵For purposes of this testimony, unless otherwise noted, when we refer to student and exchange visitor visas we are referring to F-1 and J-1 visa categories only. The F-1 is for individuals seeking to study at accredited American higher education institutions and the J-1 is for participants in visitor exchange programs.

within 15 days or less.¹⁶ We are continuing to study aspect of these issues, including visa delays and Visas Mantis security checks, which we will be reporting on in the coming months.

Figure 4: Student Visa Issuance Trends, Fiscal Years 2002 to 2006



Source: GAO analysis of Department of State data.

Concluding Observations

The United States must maintain an appropriate balance between protecting national security interests and ensuring our long-term competitiveness. The United States has relied on undergraduate and graduate students from other countries to support both economic and foreign policy interests. Changes designed to protect national security in the wake of September 11 may have contributed to real and perceived barriers for international students, and the subsequent decline in international enrollments raises concerns about the long-term competitiveness of U.S. colleges and universities. Rising U.S. tuition costs

¹⁶In July 2004, State issued a cable to posts that directed them to give priority scheduling to persons applying for F, J, and M visas. As explained in the cable, students and exchange visitors are often subject to deadlines, so State directed posts to have well-publicized and transparent procedures in place for obtaining priority appointments for them.

and growing higher education options worldwide further demonstrate that the United States cannot take its position as the top destination for international students for granted. While federal efforts to reduce barriers for international students have helped, monitoring current trends and federal policies is essential to ensuring that the United States continues to obtain talented international students in the face of greater global competition.

Mr. Chairman, this concludes my prepared statement. I would be happy to respond to any questions you or other members of the subcommittees may have at this time.

GAO Contacts

For further information regarding this testimony, please contact me at (202) 512-7215. Individuals making key contributions to this testimony include Sherri Doughty, Carlo Salerno, Marissa Jones, John Brummet, Eugene Beye, Carmen Donohue, Eve Weisberg, Melissa Pickworth, and Susannah Compton.

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Mr. DELAHUNT. Thank you, Mr. Scott. Secretary Farrell?

STATEMENT OF THE HONORABLE THOMAS A. FARRELL, DEPUTY ASSISTANT SECRETARY FOR ACADEMIC PROGRAMS, BUREAU OF EDUCATIONAL AND CULTURAL AFFAIRS, U.S. DEPARTMENT OF STATE

Mr. FARRELL. Thank you, Chairman Delahunt, Congressman Scott, Congressman Yarmuth, for the opportunity to testify today before your subcommittees on behalf of Under Secretary Karen Hughes about the importance of international education to the national interest. I have submitted a detailed statement for the record, but I want to use my time today to concentrate on a few issues, and I have also brought some visual charts, which I hope I can integrate into my presentation without breaking the flow of my—

Mr. DELAHUNT. Take your time.

Mr. FARRELL [continuing]. My presentation, so bear with me.

The Department of State is deeply committed to aggressively promoting the benefits of U.S. higher education to ensure that America remains the destination of choice for talented international students and researchers, and we are deeply committed to aggressively including women and minorities, those on the margins of society. Along with the traditional best and brightest, we need to include the talented disadvantaged in our exchanges. We need to cast the widest net for talent to meet the challenges of today and tomorrow. Recruiting international students to our campuses is vital to maintaining the strength of our education system.

We agree completely, Mr. Chairman, with the rationale that you have explained in your statement. Not only do we need it to maintain the strength of our education system, the competitiveness of our economy depends on it, and most important, for the State Department and the Bureau of Education and Cultural Affairs, we need it to secure mutual understanding between the people of the United States and the people of nations around the globe.

We are encouraged by the recent reports showing that the small, but significant, decline in the number of international students coming to the U.S. after 9/11 has been stabilized, and I will defer to the GAO chart in terms of presenting those numbers. But, the current trend lines for international students are all up. Graduate applications and admissions to U.S. higher education programs grew 12 percent this year. New international student enrollments rose by 8 percent. And in fiscal year 2006, the U.S. Government issued more student and exchange visitor visas than ever before, over 590,000, up over 15 percent from the previous year.

Things are working. We had a problem, we know we had a problem, and we fixed it. We are going in the right direction. We are going to sustain those gains and we are going to build on those gains. Our strategy, and indeed we have a strategy—I think sometimes we are faced with the challenges, as in any business plan and any corporation would have—do you spend, in a very competitive environment, a lot of time giving your competitors every jot and tittle of your strategy, or do you just concentrate on implementing the strategy? That is what we in the Federal Government have been doing for the last 4 years, Commerce, State, Education,

and Homeland Security. We have a strategy for international higher education, and we also recognize it can't be the effort of government alone.

Last year, Secretary of State Condoleezza Rice and Secretary of Education Margaret Spellings convened the first ever U.S. university Presidents Summit on International Education, a watershed event for this Nation. The Departments of Commerce and Homeland Security joined us as we engaged more than 120 of the Nation's higher education leaders in a strategic dialogue to forge a common vision for our Nation. Through the summit and its follow-up initiatives and other discussions, including the PR summit with the private sector, which Secretary Hughes convened, and which focused a lot of attention on the importance of international education as a central theme of that PR summit, we have identified four persistent challenges that the USA needs to address in order to remain the destination of choice for talented international students and researchers.

I would put the first challenge as rising costs and access issues. I don't think the visa challenge is any longer the first order issue. The second challenge for the U.S. is increasing competition from other nations. The third challenge is misinformed perceptions about our interest in welcoming foreign students and scholars. And the fourth challenge is regulatory issues, and I would put at the top of that regulatory list the "deemed export" issue. That is today's and tomorrow's issue. It is not the visa process. It is things that are going to maybe shut down this engine that attracts so many people to the United States, especially in science and technology.

I would like to just take a couple of more minutes and address our strategy as we approach these key challenges; first, the challenge of rising costs and other access issues. An important strategic priority in the effort to promote mutual understanding is to provide educational opportunities to a broad and diverse segment of young people, especially in the developing world, who have the motivation and the talent to succeed, but who lack the resources and perhaps the full preparation—especially in their knowledge of English—needed for academic study and success on our campuses. We want them to succeed. We know they will succeed here. We must reach beyond privileged sectors of society to make the transformative benefits of U.S. higher education a reality for the widest group of potential future leaders. And that is key to Karen Hughes' strategy and Secretary Rice's strategy.

We believe, I believe, I see it, that the cost of U.S. higher education is the most significant barrier to building back our higher education international student numbers. I see the "sticker shock" on the face of foreign government officials with whom I am negotiating on major international programs. So I can just imagine what the sticker shock is on the face of parents in the living rooms in Guatemala, in Kenya, in Cambodia, when a young graduate student gets her chance to come to the United States and they have to look at the investment they have to make in her future. So the issue really, I say with respect, is cost.

We see a continuing growth—and here are some things that may seem counterintuitive, but you know, we see continuing growth in

scholars coming here, postdoctoral scholars for research and collaborative academic work. Last year, this year they have reached historic highs never before. They only took a slight drop in 2002 after 9/11. The trend line has always been up, a little tiny dip, up again to historic highs. These numbers, as I said, are historic. And the number of college-age students from abroad here for summer work/travel programs are at an all time high. It has grown by more than 400 percent since 1996, and by more than 50 percent since 2001. What do both of these groups have in common besides a desire to develop their talents here? Both of these categories are low cost and do not carry the burden of high tuition fees or living expenses. We need to find ways to ease the cost burden for other categories of international students as well.

Our next challenge is the lack of English and other access issues. The lack of English ability is a serious barrier, particularly among underserved populations. That is why State has put a lot of our eggs in this basket—in investing in English in a really muscular way. At our senior review the other day Deputy Secretary Negroponte said to Karen Hughes that this was the most encouraging element in our plan, in our budget planning, this really rigorous, vigorous reengagement in the area of English.

And I have charts over here, I forget to tell you about my charts, but there they are.

The Department of State is committed to strengthening English learning overseas through a range of programs, materials, and exchanges, including the new English Access Microscholarship Program, which since its inception a few years ago has reached 20,000 teenagers from non-elite sectors of society in 44 developing countries. Through these English programs we are growing the pool of talented students interested in studying in the United States, and we are identifying individuals from diverse sectors of society who will make the strongest candidates for our exchanges. I mean the real proof to me is now only after 2 years 10 percent of our candidates for our next level of exchanges at high school and undergraduate level are kids who have graduated from this Access Microscholarship Program at the bottom of their ladders, talented young people who are now going to be able to add their talent to our schools and participate in our programming and build mutual understanding with us.

To offer low cost alternatives to talented international students we established a new initiative with the Nation's community colleges to offer scholarships to students from Africa, the Middle East, Latin America, and other regions. We are also piloting new Opportunity Grants for promoting students from non-elite populations. These grant awards are small in financial terms, but they cover oftentimes the most prohibitive up-front costs that a poor kid has to make and his or her family has to make if they are going to apply for the United States and actually take advantage, because of their talent, of a scholarship from our institutions.

The challenge of increasing competition I am not going to spend much time on. I think we have heard a lot. We agree with the GAO report. But I want to tell you about the marketing effort to convey that we are welcoming. Secretary Rice, Secretary Spellings, and Karen Hughes have developed the first ever U.S. Government/pri-

vate sector, higher education sector, marketing delegation plans, where we send university presidents and high-level government officials to our most important markets. We are securing our base first. These delegations have visited India, China, Korea, Japan. They represent 42 percent of all our foreign students. We have got to protect our base first before we move out. This summer we will be going to Brazil and Chile in South America, and follow that to other important talent centers.

State, Commerce and the higher education community are also working together to market U.S. higher education using multimedia platforms for the first time. Commerce and State have produced and broadcast informational videos on higher education, long format, short format, iPod-enabled, and cell phone-enabled short formats that seek to demystify studying in the United States. We have reached tens of millions of students and their families in China. We are working on India and Latin America next for this program.

We also know that economic competitiveness in the 21st century will increasingly depend on our ability to attract the most promising talent to our laboratories, the innovators and entrepreneurs of the future. The State Department's prestigious new International Fulbright Science and Technology Award scholarships for Ph.D. Studies are awarded on a worldwide basis, and they were created by Secretary Hughes to signal our Nation's intention to remain the premiere study destination for pioneering scientific innovation and discovery.

You know, imitation is the best form of flattery. Our number two competitor internationally, 6 months after Secretary Hughes introduced this new high value science program for Fulbrighters, which by the way in the first year has reached out to 44 percent women, and most of the talent is coming from the developing world. Our most serious competitor internationally produced on their own, with much ballyhoo, a word-for-word program to ape ours. So we know we are doing the right thing. We know our strategy is working.

Mr. DELAHUNT. Mr. Secretary, would you care to identify the nation?

Mr. FARRELL. Our strong ally, the United Kingdom.

Mr. DELAHUNT. Ah, yes, the Brits.

Mr. FARRELL. The Brits. I know. They seriously started looking at this issue of international education. Tony Blair made it a central part of his foreign policy and his educational policy. You have got to hand it to them. We will never let them overtake us. We will build on our efforts. But they provided the spur to us, a much needed spur.

Anyway, as I said, we are pleased to see that scholar numbers are growing. And you know, Secretary Rice, as you know, has said that America's mission in this new century must be to welcome more foreign students and scholars to our Nation. For more than 60 years, our Fulbright Scholarship Program has been the flagship of the United States. It has provided talented international students with the opportunity to study, teach, and conduct research. We are continuing to make that investment in a robust Fulbright program, and I have got a chart to prove that.

We look forward to working with Congress to strengthen our programs, and to widen access to an increasingly diverse population of students from overseas who can benefit from our vast networks of higher education institutions. We have got absorptive capacity in the United States that is unmatched, and we have got quality that is unmatched.

I went to India with Under Secretary Hughes about a month ago with a number of university presidents. Here is an amazing talent pool. Tens of thousands of people who want to come to the United States. It is their premiere destination. In a society that can only take about 10 percent of its 18- to 25-year-olds into higher education. And then on top of that, the Indian Government, in terms of producing greater equity for their population, has decided that they are going to introduce or reserve spaces in higher education for about 200,000 of the most disadvantaged people in India. And there is no capacity. That means those talented Indian students are going to need to go someplace. We want them here.

The constellations are aligning. With Congress, the State Department, and the Department of Education, I think we can build on the achievements we have made. I think the GAO report was—from the forum—was salutary, but I think it covered 4 years' ago issues. I think we have got to look at tomorrow and today. And I hope with Congress' support we can really seriously look at this deemed export issue. Thank you very much.

[The prepared statement of Mr. Farrell follows:]

PREPARED STATEMENT OF THE HONORABLE THOMAS A. FARRELL, DEPUTY ASSISTANT SECRETARY FOR ACADEMIC PROGRAMS, BUREAU OF EDUCATIONAL AND CULTURAL AFFAIRS, U.S. DEPARTMENT OF STATE

Thank you, Chairman Delahunt, and Chairman Hinojosa, for the opportunity to testify today on behalf of Under Secretary Karen Hughes before your Subcommittees about the importance of international education to the national interest.

The Department of State is deeply committed to aggressively promoting the benefits of U.S. higher education and to ensuring that America remains the destination of choice for talented international students and researchers. We agree that success in recruiting international students to our campuses is vital to maintaining the strength of our educational system, competitiveness of our economy, and ensuring that we secure mutual understanding between the people of the United States and peoples in nations around the globe.

This commitment benefits the students and scholars who come here for their education, benefits their countries when they return home, and most significantly, benefits the United States—international educational exchange enriches our university and college campuses, builds collaboration in all spheres of endeavor, and advances our foreign policy and public diplomacy goals. Study in the United States provides diverse sectors of international students with first hand exposure to Americans and direct knowledge of our society, our culture and our values. And it establishes life-long ties between communities across our nation and future world leaders in all fields of activity.

[SEE CHART] All of us are encouraged by recent reports from both government and non-government sources showing that the small but significant decline in the number of international students coming to the United States after the tragedy of September 11 has been stabilized, and the current trend lines for international students are all up—graduate applications and admissions to U.S. higher education programs grew 12% this past academic year over the previous one, new international student enrollments rose by 8% this year over last, and in FY 2006, the U.S. government issued more student and exchange visitor visas than ever before, 591,050, up 15% over the previous year. But we know that there is still plenty of work to do—to sustain and build on these encouraging gains.

Our strategy for international higher education cannot be the effort of government alone. The federal government, representing the people of the United States, is a major stakeholder; but other actors, including the higher education sector, the busi-

ness sector and the non-profit sector are major stakeholders as well. In order to launch a comprehensive and sustained partnership serving government's and higher education's goals, Secretary of State Condoleezza Rice and Secretary of Education Margaret Spellings convened the first-ever U.S. University Presidents Summit on International Education in January 2006. The Departments of Commerce and Homeland Security joined the Departments of State and Education as we engaged more than 120 of the nation's higher education leaders from all 50 states and the District of Columbia in a strategic dialogue to forge a common vision. The fundamental goal of the Summit was to invigorate the partnership between the U.S. government and higher education community and to emphasize its importance to the national interest—the importance of continuing to attract outstanding foreign students and scholars to the U.S. and of ensuring that American students are prepared to compete in a global economy.

Through the Summit dialogue, its follow-up initiatives (including the Public Relations Summit with the private sector where the importance of international education was a central theme), and our ongoing interagency and private sector interactions, we have identified four persistent challenges that the U.S. needs to address, in order to remain the destination of choice for talented international students and researchers: rising costs and other access issues, increasing competition from other nations, misinformed perceptions about our interest in welcoming foreign students, and regulatory issues. We are meeting these challenges directly and vigorously in partnership with the higher education community and our colleagues in other agencies of government. I would like to address each of these challenges in turn.

THE CHALLENGE OF RISING COSTS AND OTHER ACCESS ISSUES

An important strategic priority, especially as we work to promote a deep understanding around the world about America and our core values, is to provide educational opportunities to a broad and diverse segment of young people overseas, including women, minorities and those from financially disadvantaged backgrounds, who have the motivation to come to the United States and the talent to succeed, but who may lack the resources and perhaps additional preparation needed to undertake academic study on our campuses. We will continue to work to attract the best and brightest students who have had the advantages in their home countries of excellent preparation and the development of good language skills, but we must reach beyond those privileged sectors of society to make the transformative benefits of a U.S. higher education a reality for the widest group of potential future leaders. We are committed to helping provide more opportunities to students from these groups, and to partnering with the private sector to find creative ways to lower the cost barrier that too often prevents talented and promising young people from experiencing the United States through academic study here.

We believe that cost of U.S. higher education is the most significant barrier to building back our higher education international student numbers. We see a continuing growth in scholars coming here for post-doctoral research and collaborative academic work. These numbers are at historic highs and took only a slight dip for a year after the security adjustments we made in visa processing several years ago. And the number of college age students from abroad here for summer work-travel is at all time high as well, growing by more than 400 percent since 1996 and by more than 50 percent since 2001. Both of these categories are low cost and do not carry the burden of high tuition fees or living expenses. We need to find ways to capitalize on this demonstrated interest to study in the United States ease the cost burden for other categories of international students as well.

Another serious barrier to attracting a wider pool of applicants for study at U.S. colleges and universities is lack of English language ability, particularly among underserved populations. The Department of State is committed to strengthening English learning overseas through an expansion of our Regional English Language Officers corps of foreign service professionals, our English Language Fellows Program that sends American experts on English language instruction abroad to serve as resources, the new English ACCESS Microscholarship program (which since its inception a few years ago, has reached 20,000 teenage students drawn from non-elite sectors in 44 countries), and by providing more teaching materials for English teachers and classrooms. [SEE CHART] Through our English language programs, we are able to grow the pool of talented students interested and qualified to apply for study in the United States, and to identify exceptionally promising students from diverse sectors of society who would make strong candidates for our exchanges. In just a few years, we have seen English Access graduates constituting up to 10 percent of finalists in the applications for the next level of our exchange programs.

We are also looking at using the full breadth of educational options available in our system to offer lower-cost alternatives to international students, especially those coming from underserved communities in Africa, Latin America, and the Middle East. One such endeavor is our work with the nation's community colleges, through new scholarship initiatives that are increasing the number of international students studying at these institutions, especially from underserved populations. Based on discussions at the University Presidents Summit and consultations Under Secretary Hughes held with U.S. community colleges leaders last year, ECA launched a major initiative to bring international students from six key nations worldwide for study at U.S. community colleges. We have also launched a major new community college program for Egypt, with funds transferred to us by the Agency for International Development. Through these programs, we will not only increase the number of international students in U.S. community colleges, but also bring international recognition to the important roles in education and human capital development that community colleges play in our country.

And this year we have piloted a new program, the Opportunity Grants Initiative, to invest in talented students who otherwise might have thought study in the United States was out of their reach. Our EducationUSA advising centers in select countries around the world identify promising individuals from non-elite populations abroad, and provide these young students with awards that are small in financial terms but are significant in their capacity to help overcome the prohibitive opportunity costs that keep disadvantaged students from applying to study in the United States. The awards cover fees for standardized tests and U.S. college applications, and will pay for the international travel of students who could not otherwise afford to accept merit-based scholarships offered by American colleges and universities. In this way, we are committed to identifying and investing early to expand the pool of promising students motivated to seek a U.S. education. We plan on expanding the program into additional locations following the assessment of our pilot efforts.

THE CHALLENGE OF INCREASING COMPETITION

As students around the globe have become more mobile, competition for international students has increased. Countries such as Australia, Canada, New Zealand and the United Kingdom are developing robust recruitment strategies, while other countries that have traditionally sent large numbers of students to the United States, like China and India, are now working to build domestic educational institutions that seek to keep their students at home.

To meet this challenge, we have strengthened the U.S. government and higher education partnership to improve marketing of education overseas. The Department of State is sending delegations of university presidents and high-level U.S. government officials to key world regions to spread the word that we welcome and value international students. Secretary of Education Spellings and former Assistant Secretary of State Dina Powell led the first delegation to East Asia in November 2006, and Under Secretary of State Hughes led the second delegation to South Asia in March 2007. These two delegations visited four countries which together send 42% of all international students to the United States. A third delegation to South America is being planned for August.

Under Secretary of State Hughes also invited the higher education community to join the Departments of State and Commerce to form a new partnership to better market U.S. higher education overseas using multimedia platforms. One of the fruits of this effort was the production and broadcast of informational video spots to Chinese television viewers showing student life in America and directing them to sources where they could learn more about study in the United States. A similar project is underway now for South Asia, with plans to extend the initiative to Latin America in 2008.

The Department of State oversees EducationUSA advising centers around the world. These centers provide objective information about study opportunities in the United States to more than 3 million direct contacts and close to 50 million online contacts with potential students every year. This is an enormous effort that significantly influences international students' choices and provides the individual interaction that we feel is one of the best ways to address increasing competition for talented students.

THE CHALLENGE OF MISPERCEPTIONS

Through our public diplomacy efforts, we are working hard to counter misperceptions about this country. We are reaching out through our exchange programs to key influencers in young people's lives, including teachers, religious educators, media and others who engage students, to help inform them about the

United States, including the warm welcome Americans give to international students and other visitors.

Under the President's National Security Language Initiative, for example, we are bringing more classroom teachers from countries around the world to the U.S. for professional development, enriching the language learning of American students while providing the foreign teachers with first hand knowledge of what America is really about. This is knowledge they will share with their students when they return home.

We are also engaging the critical youth demographic at an earlier point in their academic careers by developing specialized summer, semester, and year-long leadership development and study programs in the United States for undergraduate students, with the aim of encouraging them to consider returning to the United States for graduate study.

We know that economic competitiveness in the 21st century will increasingly depend upon the ability of nations to attract the most promising talent to their laboratories—the innovators and entrepreneurs of the future. To advance our interests, Under Secretary of State Hughes announced at the Summit the prestigious new international Fulbright Science and Technology Award—scholarships for PhD study awarded on a worldwide basis—to signal our nation's intention to maintain our position as the premiere study destination for pioneering scientific innovation and discovery. In its inaugural year, we received applications from more than 70 countries for these awards—the first class of 27 winners, nearly half women, from all world regions, begin their studies this fall.

We are very pleased to note as well that the scholars and researchers who enrich the academic dialogue on our campuses, in our conference halls, and in our laboratories continue to come to the United States in record numbers. Last year nearly 97,000 international scholars were in the United States, a new high, up more than 8% from the previous year's high of 89,000. [SEE CHART]

As Secretary Rice has said, "America's mission in this new century must be to welcome more foreign students and scholars to our nation . . . To be successful, our government and our universities must forge a new partnership for education exchange, a partnership that rests on new thinking and new action." We will continue to reiterate this message, and we will ensure that our actions are as forward-leaning as our words.

THE CHALLENGE OF REGULATORY ISSUES

President George W. Bush vowed at the University Presidents Summit in January 2006 that "we'll find that proper balance between security and letting people come to our universities for the good of this country." The State Department's Bureau of Consular Affairs reports that significant progress has been made in this area. The number of student and exchange visitor visas issued in FY 2006 rose 15% to reach an all-time high of 591,000. U.S. student visa issuance in India, the largest source country for foreign students, grew 17% in New Delhi, 44% in Mumbai and 40% in Chennai. In Seoul, Korea, another historically high student visa post, the number of student visas increased 24%.

Led by Secretaries Rice and Chertoff, the Departments of State and Homeland Security have been working hard to improve the process by which foreign students secure visas for study in the United States. For example, 570 new consular positions have been created since 2001, and our embassies have been instructed to give priority to students and exchange visitors. As part of the Rice/Chertoff Joint Vision, the window of time during which students can apply for visas has been extended (from 90 days) up to 120 days before the start of their studies to allow extra time for any needed clearances.

Significant investments have been made to automate previously paper-based systems, and to consolidate visa information into more agile databases. Now 97 percent of the people who are approved for visas are approved in less than two days. New initiatives are underway worldwide to further reduce waits and improve the visa process.

The results are clear: last year we saw, for the first time since before the tragedy of September 11, 2001, marked increases in student visa applications from across the Middle East. As I mentioned before, the Council of Graduate Schools reported a 12% increase in international graduate student applications and admissions between 2005 and 2006 and the Institute of International Education's Open Doors report showed an 8% increase in new international student enrollment during the same period. We believe we are making significant progress, and we will continue to work with all agencies of the government to get the balance right between security and open doors.

CONCLUSION

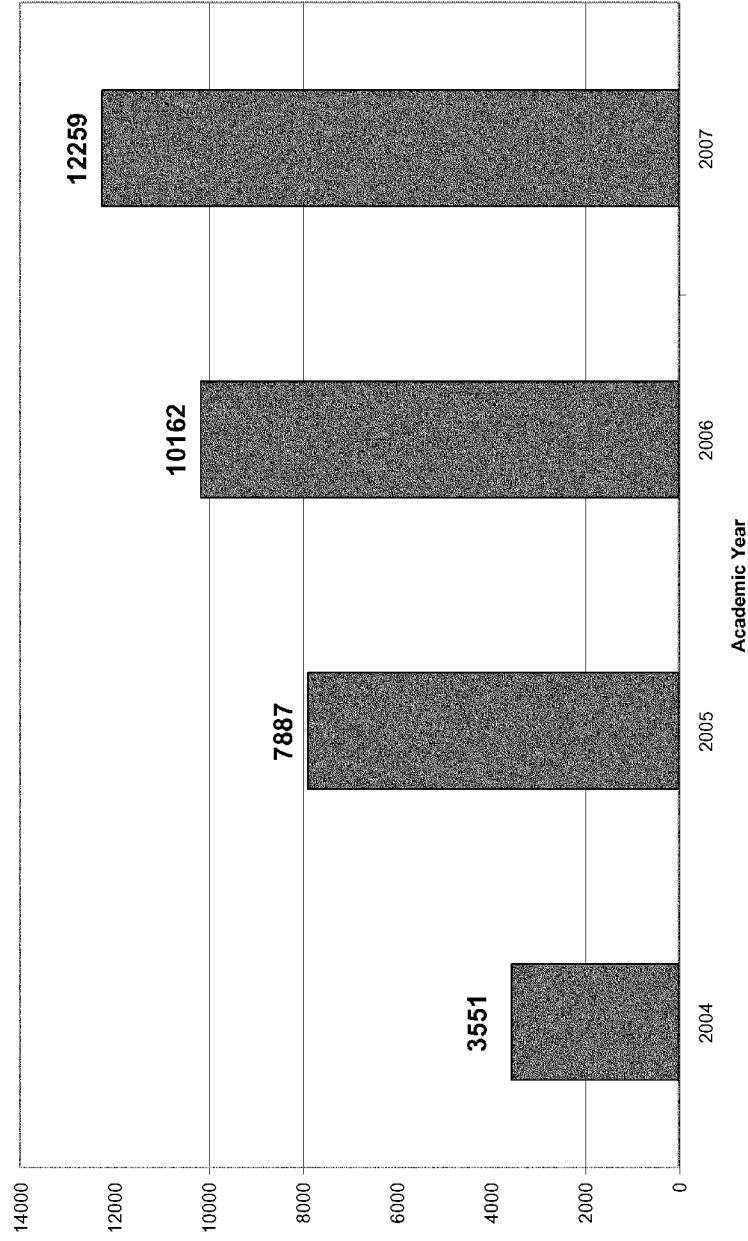
We believe the value of bringing more international students to the U.S. cannot be overstated. For more than 60 years, our Flagship Fulbright program has provided talented international students with the opportunity to study, teach and conduct research in the United States, to exchange ideas and to contribute to finding solutions to shared international concerns. We are continuing to make that investment in a robust and sustained way. [SEE CHART].

The State Department sees the full participation of our partners in governmental, non-governmental, academic and private organizations as critically important to advancing our nation's economic and geopolitical interests through international education and exchange. Our exchanges demonstrate this society's respect and appreciation for the people of other countries and their cultures, while building the capacity of America's citizens to compete and succeed in a global world.

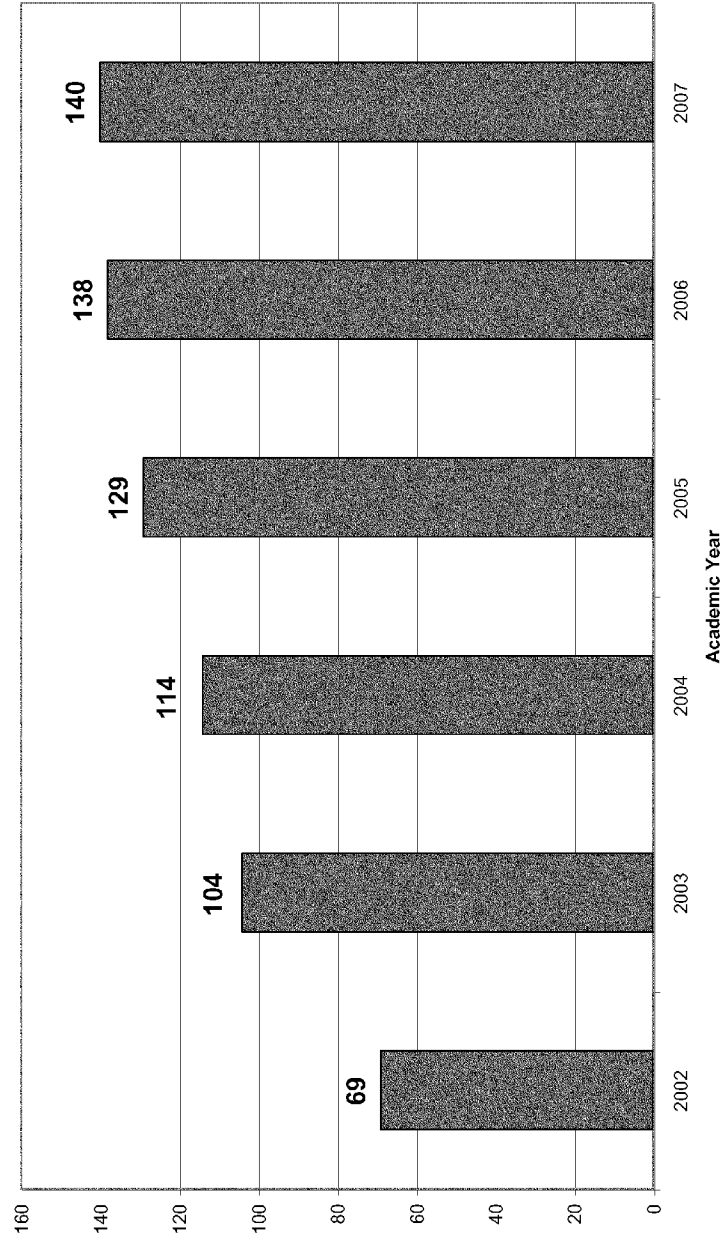
No other country offers the dynamism, diversity or richness of higher education opportunities for talented foreign students, or as deep a capacity to provide a quality education to a broad spectrum of students from around the world. In addressing the challenges I have outlined, together with our partners, we are committed to ensuring that America remains the destination of choice for talented international students and researchers worldwide.

We look forward to working with Congress to strengthen our programs and to widen access to an increasingly diverse population of students from overseas who can benefit from our vast networks of higher education institutions, with an absorptive capacity unmatched in quality and variety anywhere in the world. We want to educate the world's future leaders, including our own American students, so that they can take their rightful places building a better future for our global society.

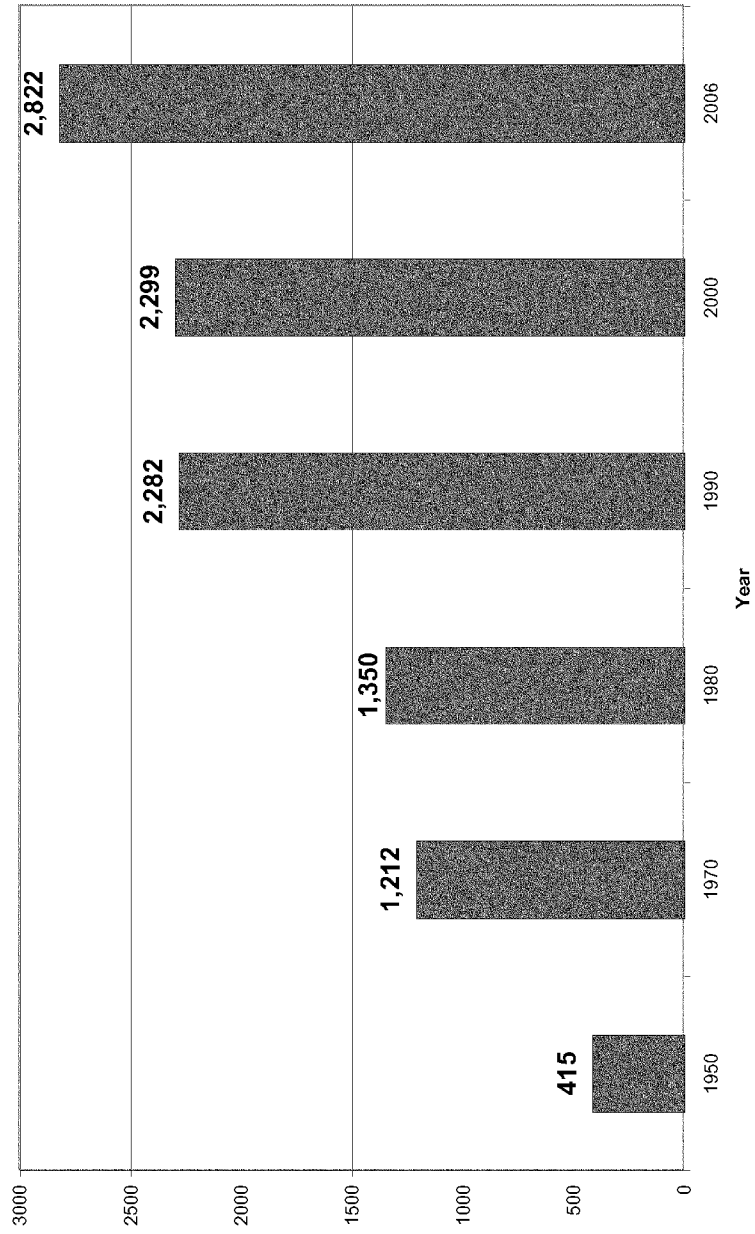
English Access Microscholarship Program
(Number of Scholarships)



English Language Fellow Program
(Number of Grantees)

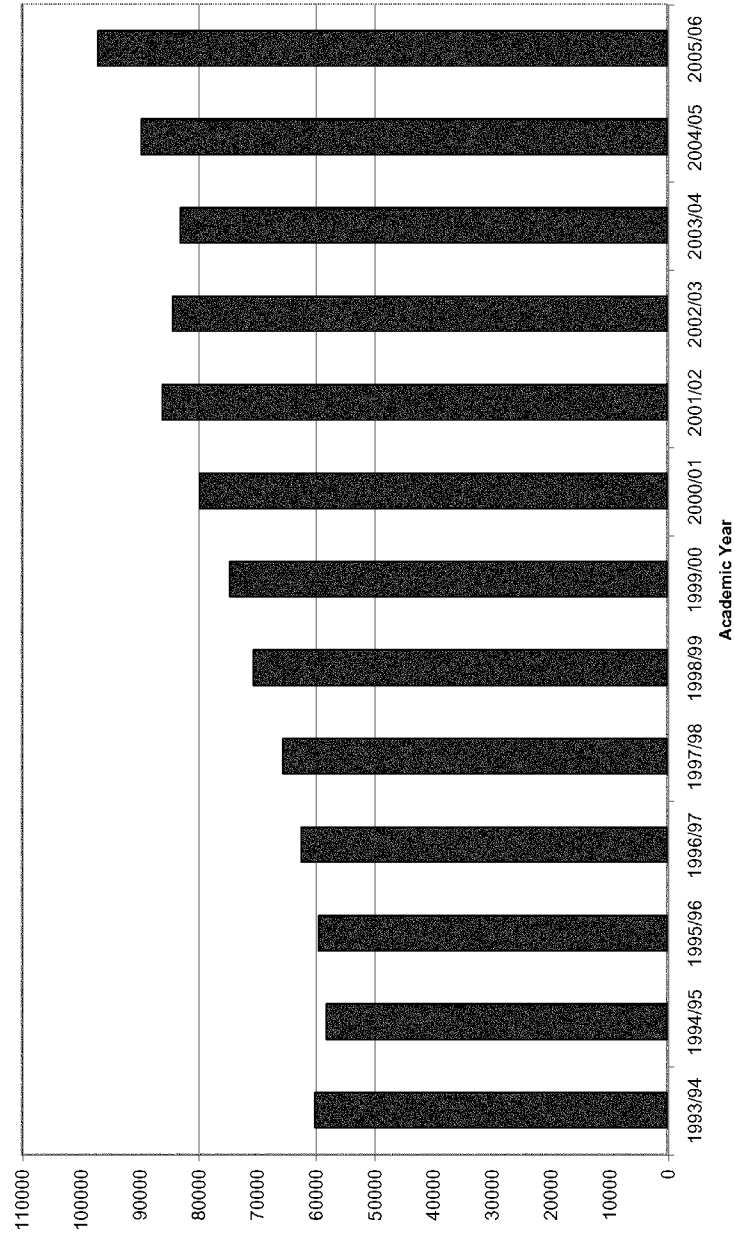


Fulbright Foreign Student Scholarships
(Number of Scholarships)



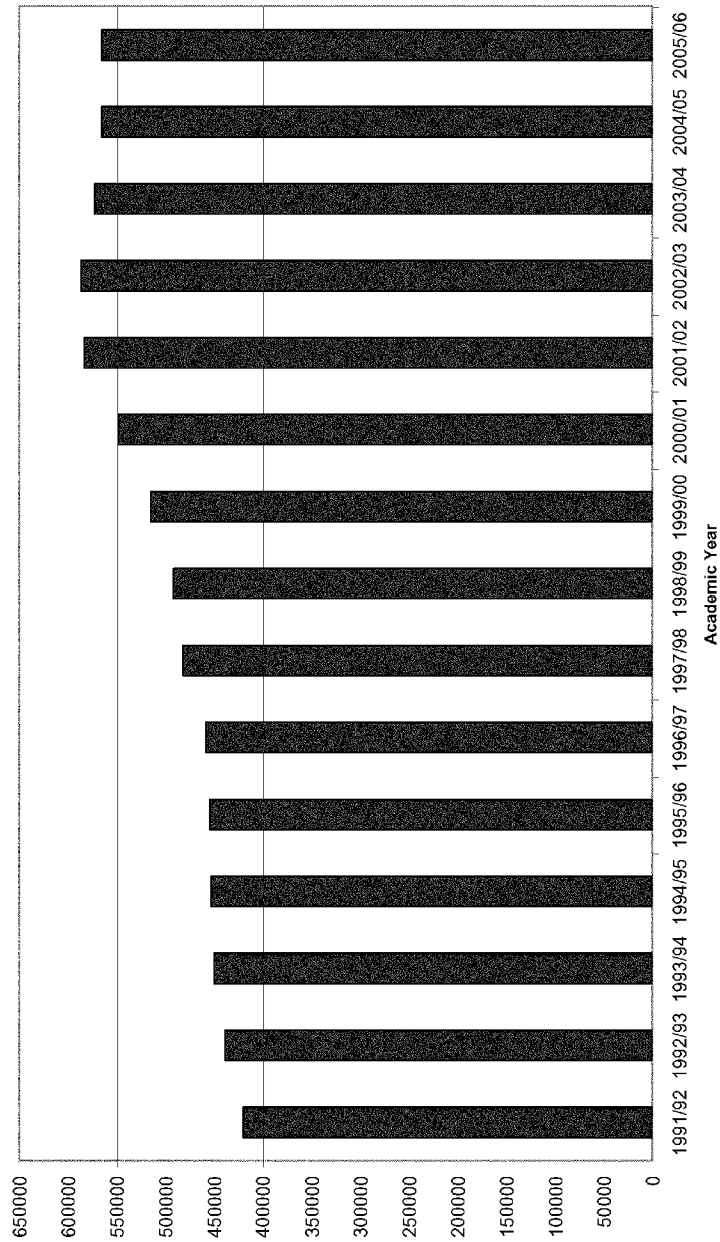
Total Foreign Scholars in U.S.

(Source: IIE Open Doors)



Total Foreign Students in the U.S.

(Source: IIE Open Doors)



Mr. DELAHUNT. Thank you, Mr. Secretary. And just let me again say, we are very informal here. And I am going to go to Mr. Scott after Secretary Manning, but I don't want this thought to escape me. I would welcome Secretary Hughes and Secretary Spellings,

you know, convening, if you will, a similar summit, and at this juncture in time consider implicating members on both sides of the aisle from the Committee on Education and Labor, obviously, and the Foreign Affairs Committee. Because I think that there is tremendous enthusiasm and a vast reservoir of support for what you are doing. I believe you are heading in the right direction. There are obviously gaps, but we can be talking about them.

Secretary Manning?

**STATEMENT OF THE HONORABLE JAMES MANNING, ACTING
ASSISTANT SECRETARY FOR POSTSECONDARY EDUCATION,
U.S. DEPARTMENT OF EDUCATION**

Mr. MANNING. Thank you, Chairman Delahunt, Mr. Scott, Mr. Yarmuth, for the opportunity to testify today on the topic of international students and visiting scholars at American colleges and universities.

In the post-9/11 world, with an increasingly competitive global economy, it is as important as ever that we seek ways to build relationships with those in other cultures to foster mutual understanding and to share our values of freedom and democracy. Our Nation's schools and universities should teach all of us to see beyond our borders and boundaries, to overcome stereotypes, and appreciate cultures other than our own.

Our Nation's schools and universities can also help with the broader mission of sharing our values with the global community, advancing freedom, opportunity, and understanding. Last fall, a group of Chinese students studying in the United States told Secretary Spellings that some of the things that they enjoyed most about studying in our country are our diversity and creativity, our focus on critical thinking, and our unparalleled access to world class research. They also told her that they found our country to be very open and welcoming to them. These students will return to China not only with a world class education, but also with a greater understanding of American values.

Mr. DELAHUNT. If I can interrupt just for a minute. I think that is such an important statement. Because while I obviously support distance learning, and I know there has been a quadrupling in terms of those who have access to our higher ed and what we offer, you know, through the Internet, to have foreign students here in this country, the experience of being here, interacting with Americans I think is just so critical and so important, particularly in terms of the public diplomacy perspective. I apologize.

Mr. MANNING. That is quite all right. It certainly is different than learning something online. They get to bring our American values that they can share with their neighbors when they return home. America's 4,000 higher educational institutions remain prime destinations for international students seeking a competitive advantage in the global marketplace.

Let me provide some data from the Institute of International Education's Open Doors report, some of which we have heard already. In the 2005–06 school year, 564,766 international students were studying in the United States, nearly the same amount as the year before, and 46 percent more than in 1989–1990 school year. Forty-two percent of these students came from India, China, Korea,

and Japan, and the leading fields of study were business and engineering. Total net contributions of these students and their families, as you mentioned earlier, Mr. Chairman, to the U.S. economy totals nearly \$13.5 billion last year. And even while we are facing stiffer competition from other countries, new international student enrollment increased 8 percent, as Tom mentioned, between 2004–2005 school years.

Our higher education institutions are also prime destinations for international scholars. The number of international scholars teaching or conducting research in the United States in 2005–2006 was nearly 97,000, an increase of more than 8 percent from the previous school year, and 62 percent over 1993–1994 school year. And as with international students, the leading countries of origin were China, Korea, India, and Japan, with China providing more than twice as many scholars as any other country. More than two-thirds of these scholars are specialists in science and engineering.

President Bush and Secretary Spellings recognize the important contributions that international students and scholars bring to our campuses, whether it is through conducting scientific research or helping other students understand more about their home country while learning more about ours. To this end, in 2006, Secretary Spellings and Secretary Rice, as Tom mentioned, co-hosted the U.S. University Presidents Summit on International Education, where they highlighted the importance of attracting more international students and scholars, as well as encouraging more American students to study abroad. Following the summit, in a joint trip with the State Department, Secretary Spellings led the first ever high profile delegation of U.S. college and university presidents to Japan, Korea, and China to promote America's higher education system.

I now want to briefly discuss the U.S. Department of Education programs related to the topic of international students and scholars. First let me note here that the Department of Education is a domestic agency, and our programs are focused primarily on providing funds to American students and universities to study both at home and abroad. For example, Fulbright-Hays programs provide grants to graduate students, elementary and secondary school teachers, and higher education faculty to conduct research and study abroad. But the department does fund small student exchanges with specific countries through the Fund for the Improvement of Postsecondary Education.

Other programs at the department related to international education are under Title VI of the Higher Education Act. Title VI funds the study of foreign languages and world areas at universities across the United States. To aid American students' learning of foreign languages, select Title VI grantees are using a portion of their funds to help bring in instructors in critical and less commonly taught languages from foreign countries. For example, using Title VI funds, the University of California, Berkeley's Southeast Asian Studies Center has hired a Cambodian doctoral student to teach Khmer and the University of Florida's Center for African Studies has hired African graduate students as teaching assistants in order to expand the African language offerings.

I also believe it is pertinent to note that the department is a key partner in the President's National Security Language Initiative, a collaborative effort between the Departments of Education, State, Defense, and the Director of National Intelligence. This initiative is focused on dramatically increasing the number of Americans learning critical need languages such as Arabic, Chinese, Russian, Hindi, Farsi, and others.

As part of this initiative, the President's fiscal year 2008 budget request includes \$24 million for the proposed Advancing America through Foreign Language Partners program, which would make grants to institutions of higher education to partner with school districts from K through 16 in critical language instruction. As Secretary Spellings says, learning foreign languages is not just an education issue, it is an economic issue, a civic issue, a social issue, a national security issue, and it is everybody's issue.

American institutions of higher education provide a wide range of options, from community colleges to the world's leading research institutions, and to ensure that these institutions serve our students, promote diplomacy, and bolster our economic competitiveness, America must remain the primary destination for international students. We must work together to make sure our Nation's institutions of higher education continue to be open to students from around the globe.

Thank you.

[The prepared statement of Mr. Manning follows:]

PREPARED STATEMENT OF THE HONORABLE JAMES MANNING, ACTING ASSISTANT SECRETARY FOR POSTSECONDARY EDUCATION, U.S. DEPARTMENT OF EDUCATION

Thank you, Chairman Delahunt, and Chairman Hinojosa, for the opportunity to testify today on the topic of international students and visiting scholars at American colleges and universities.

In the post-9/11 world with an increasingly competitive global economy, it is as important as ever that we seek ways to build relationships with those in other cultures to foster mutual understanding and to share our values of freedom and democracy. Our nation's schools and universities should teach all of us to see beyond our borders and boundaries, to overcome stereotypes, and appreciate cultures other than our own. Our nation's schools and universities can also help with the broader mission of sharing our values with the global community, advancing freedom, opportunity and understanding.

Last fall, a group of Chinese students studying in America told Secretary Spellings that some of the things they enjoy most about studying in our country are our diversity and creativity; our focus on critical thinking; and our unparalleled access to world-class research. They also told her that they found our country to be very open and welcoming to them. These students will return to China not only with a world-class education, but also with a greater understanding of American values that they can share with their neighbors.

America's 4,000 higher education institutions remain prime destinations for international students seeking a competitive advantage in the global marketplace. Let me provide some data from the Institute of International Education's *Open Doors* report. In the 2005-06 school year, 564,766 international students were studying in the United States, nearly the same amount as the year before and forty-six percent more than in the 1989-90 school year. Forty-two percent of these students came from India, China, Korea and Japan, and the leading fields of study were business and engineering. Total net contributions of these students and their families to the U.S. economy totaled nearly \$13.5 billion last year. And even while we are facing stiffer competition from other countries, new international student enrollment increased eight percent between the 2004-05 and 2005-06 school years.

Our higher education institutions also are a prime destination for international scholars. The number of international scholars teaching or conducting research in the United States in 2005-06 was nearly 97,000, an increase of more than eight percent from the previous school year and sixty-two percent over 1993-94. And, as with

international students, the leading countries of origin were China, Korea, India and Japan, with China providing more than twice as many scholars as any other country. More than two-thirds of these scholars are specialists in science and engineering.

President Bush and Secretary Spellings recognize the important contributions that international students and scholars bring to our campuses, whether it's through conducting scientific research or helping other students understand more about their home country while learning more about ours. To this end, in 2006, Secretary Spellings and Secretary Rice co-hosted the U.S. University Presidents Summit on International Education, where they highlighted the importance of attracting more international students and scholars as well as encouraging more American students to study abroad.

Following the summit, in a joint trip with the State Department, Secretary Spellings led the first ever high-profile delegation of U.S. college and university presidents to Japan, Korea and China during International Education Week to promote America's higher education system.

I now want to briefly discuss U.S. Department of Education programs related to the topic of international students and scholars. First let me note here that the Department of Education is a domestic agency and our programs are focused primarily on providing funds to American students and universities to study both at home and abroad. For example, our Fulbright-Hays programs provide grants to graduate students, elementary and secondary school teachers, and higher education faculty to conduct research and study abroad. But, the Department does fund small student exchanges with specific countries through the Fund for the Improvement of Postsecondary Education.

Other programs at the Department related to international education are under Title VI of the Higher Education Act. Title VI funds the study of foreign languages and world areas at universities across the United States. To aid American students' learning of foreign languages, select Title VI grantees are using a portion of their funds to help bring in instructors in critical and less commonly taught languages from foreign countries. For example, using Title VI funds, the University of California, Berkeley's Southeast Asian Studies Center has hired a Cambodian doctoral student to teach Khmer and the University of Florida's Center for African Studies has hired African graduate students as Teaching Assistants in order to expand their African language offerings.

I also believe it is pertinent to note that the Department is a key partner in the President's National Security Language Initiative—a collaborative effort between the Departments of Education, State and Defense and with the Director of National Intelligence. This initiative is focused on dramatically increasing the number of Americans learning critical need foreign languages such as Arabic, Chinese, Russian, Hindi, Farsi, and others.

As part of this initiative, the President's FY 2008 budget request includes \$24 million for the proposed Advancing America Through Foreign Language Partnerships program, which would make grants to institutions of higher education to partner with school districts for K-16 critical language instruction. As Secretary Spellings has said, learning foreign languages "is not just an education issue; it's an economic issue, a civic issue, a social issue, a national security issue, and it's everybody's issue."

American institutions of higher education provide a wide range of options, from community colleges to the world's leading research institutions. And to ensure that these institutions serve our students, promote diplomacy, and bolster our economic competitiveness, America must remain the primary destination for international students. We must work together to make sure our nation's institutions of higher education continue to be open to students from around the globe. Thank you.

Mr. DELAHUNT. Thank you, Mr. Secretary. I just turned and he appeared. I am going to go to first Representative Scott. But let me just note comments that both of you made regarding English. I noted, and I believe it was in the GAO report, that Germany has some 400 programs conducted in Germany in English. I recently led a delegation to Germany and went to a law school in Hamburg. I chair a German-American parliamentary exchange on our side, and the entire curricula was in English. So we do face fierce competition.

And Secretary Farrell, you referenced the need for capacity to draw from the developing world and to provide access to disadvan-

tagged young people. I have a particular concern about Africa. We read and hear—first, what is interesting about Africa, of all the hearings that we held on polling data in terms of favorability, the continent of Africa was most favorably disposed toward the United States. I daresay if we could focus our efforts in terms of Africa we could achieve a significant success, particularly when reports come to us, especially in this committee, about the problems that are endemic in Africa, and the potential for the expansion of terrorism and terrorist organizations in Africa.

I say these things to note that. But let me go to the gentleman from Virginia, Bobby Scott.

Mr. SCOTT OF VIRGINIA. Thank you, Mr. Chairman. And I thank all of the witnesses for their testimonies.

Secretary Manning, one of the things Secretary Farrell mentioned was the cost of education. How do the visiting students pay for their education?

Mr. MANNING. Tom can probably answer this question better. Tom probably has more data on how they pay, because they have programs that make that possible.

Mr. FARRELL. For seventy-eight percent of the international students in postsecondary education, college and university in the United States, the primary source of their funding is their family and personal resources. That is why the chairman mentioned the \$13-plus billion that they contribute to the economy. That is as a result of tuition payments and living expenses. So 78 percent of them pay. There is a very small percentage of direct Federal Government money in terms of scholarship, I don't know, about 1 percent.

Mr. DELAHUNT. One half of 1 percent.

Mr. FARRELL. Yes, but that actually doesn't tell the complete story, because there is quite a bit of Federal money that moves to the universities, especially in the science and technology, biomedical, other sectors, and then that goes to talented international students in the form of other university tuition. So the Federal Government has kind of two streams that support that. But the answer is the vast, overwhelming majority depend primarily upon their parents, on loans, and their own governments.

Mr. SCOTT OF VIRGINIA. If they don't come here, could they go to other countries?

Mr. FARRELL. Yes. Yes.

Mr. SCOTT OF VIRGINIA. And how would they pay for their education there?

Mr. FARRELL. They pay in the same way.

Mr. SCOTT OF VIRGINIA. So we are not at a competitive disadvantage.

Mr. FARRELL. Well, the cost is—right now the thing that is keeping us afloat, besides our capacity, is our unquestioned quality. So if someone is going to invest in education internationally, you want to make the soundest investment, you will come here. But what we are facing is increasing quality being developed overseas, at a much, much lower cost of education. Many, many foreign countries, including the developing world, subsidize heavily their higher education, and it benefits the international students as well.

Mr. SCOTT OF VIRGINIA. If people go to China can they get scholarships?

Mr. FARRELL. Yes. They can get scholarships. China is doing a tremendous amount of recruitment, especially among overseas Chinese in Southeast Asia and other parts of the world. And they are very aggressive in recruiting talent. And they can get scholarships. The cost is very, very low for higher education in China.

Mr. SCOTT OF VIRGINIA. Now, we are talking about students studying here. How many American students study outside of the United States?

Mr. FARRELL. About 140,000 study abroad for credit every year. Is that right? Two hundred thousand? For credit? I wouldn't argue with that. I mean in terms of the basic breakdown, but—so between 140 and a couple of hundred. I stand corrected. Two hundred thousand. Old data.

Mr. DELAHUNT. Staff always does it to you, Secretary Farrell.

Mr. FARRELL. At least I admit it.

Mr. SCOTT OF VIRGINIA. In terms of getting visas processed, are the student visas caught up in the passport backlog?

Mr. FARRELL. Opportunities for American may be affected, but the foreign students are not caught up in the backlog. There is some difficulty for American students who are going abroad getting their passports to go abroad, but State's Consular Affairs see international students as such an important issue for us that we have made special provisions, and we are protecting and privileging student applications overseas.

Mr. SCOTT OF VIRGINIA. And in issuing the visas, what have we done to protect our national security since 9/11?

Mr. FARRELL. It is a critically important issue. The State Department, along with Homeland Security and every other organ of government, including the Commerce Department, recognized we had to look at visa issues very carefully. We did that. Students are required for face-to-face interviews. Everybody goes through checks, and it is quite a rigorous system, especially for international students and scholars.

Mr. DELAHUNT. Thank you, Mr. Scott. Mr. Yarmuth?

Mr. YARMUTH. Thank you, Mr. Chairman. I want to say in a few minutes I have to leave to do a radio interview about the Supreme Court decision, so I will be back. I don't want to imply by my actions that I am not interested in the subsequent discussion. I have one question.

We all acknowledge the multi-faceted advantage to having international students here, both from our—the value it brings to our institutions and to our own students. And I am curious as to whether there has been a difference in the reason that foreign students come here in the sense that do they come here now with the intention of returning to a greater extent than they used to? Because I have read many things about, well, now we are educating foreign students and sending them home as opposed to keeping them here. And that question may imply a bias or an opinion, which it doesn't; I am really looking for information. And whether there has been a difference in that, whether our policies have created or stimulated some kind of difference in the reasons foreign students attend here. And whether there needs to be an adaptation

of the policy or adjustment of the policy to effect a different outcome?

Mr. FARRELL. I would be happy to provide some information and also some opinion. I think I speak for virtually everybody in the Bureau of Educational and Cultural Affairs at the State Department, we regard the annual circulation of talent represented by students and scholars around the world as nothing short of miraculous when you think of the talent that is moving around the world for study. When I think of it, I think it as almost like the annual flood of the Nile. And like the Nile, some of it stays in the land and enriches the land. Most of it goes back to the river, goes back to the Mediterranean, goes back to the worldwide ecosystem. I think that is something we have to protect. I know there are voices in the United States that say—colleagues of mine, great university leaders, captains of industry—that we should staple a green card to every foreign student's application. Basically, I think that is the quickest way to shut down the flow of talent around the world. What country is going to invest in 20 years of education, educating their students, to have them then come to the United States for further development with the idea that they will never go back?

That is not answering your question yet, but I think it is something that we have to deal with. In the long run, the United States of America is much better served keeping mobility, the flow of ideas and the fertilization of talent trained here moving around the world.

Now, what do foreign students want to do when they come here? I don't think it has changed in generations. Some of them want to come here to stay. They want a better life. They want what makes me love my country. They want it for themselves. Others want to go home and contribute. I don't think it has really changed that much. And especially as economies are more robust around the world, they are attracting students back.

We did studies coming out of our ears in the international education sector over the last few decades about what motivates students? Even students who tended to stay a long time in the United States always seemed to have a tie to want to go home. Mexican students at the graduate level would stay, they would work for years, and then they would go home.

So I can't give you a simple answer, but—

Mr. YARMUTH. Well, let me say I think that is an eloquent and useful answer, and I appreciate it. Thank you.

Mr. FARRELL. All right.

Mr. DELAHUNT. Thank you, Mr. Yarmuth. Well, thank you for your testimony. Let me follow up or segue from the question by Mr. Yarmuth in terms of why, the motive for international students to come here. And I tend to agree. I think—I am sure that there is a certain ambivalence when an individual comes from abroad to study here, and I think some become quickly acclimated, enjoy what this country has to offer. Others come here and are motivated to return and to contribute. And I agree, I concur, I think that benefits the United States when we have those returning students who understand us, understand our values, have an appreciation for I call it the real America, as opposed to the one that is perceived on

the nightly news, and perceived in a way that oftentimes is unfavorable.

But I found it very interesting, and again this is in the GAO report, Mr. Scott, that Singapore has a tuition program where they pick up 80 percent of the tuition if the student will stay for 3 years—and I don't know the circumstances; maybe one of you can educate me in terms of the success of that program—3 years here in this country contributing in some way to, you know, to our work force. While it is my understanding now that to secure a student visa one has to indicate that there is an intent to return, I just wonder if initially that helps or hurts.

Is it necessary? Does it have any impact at all? You know, it probably benefits our economy to have some of these students stay at least for some duration, because some have argued in this country that we are witnessing a reverse brain drain. I have noted that Harvard Medical School is building a new facility and it is not in Massachusetts. It is in Dubai. And again, maybe this is my parochialism, but I would much prefer that they be expanding in the greater Boston area, and having those students that would attend the facility in Dubai come to this country for the reasons that we have been discussing.

But if anyone has familiarity with the success or lack thereof of the program in Singapore, I would welcome your observations. Mr. Scott, I know it is in the report. I don't know if you are familiar with it.

Mr. SCOTT. Mr. Chairman, we would be happy to go back and take a look and provide some information for the record to you on that program.

[The information referred to follows:]

WRITTEN RESPONSE RECEIVED FROM MR. GEORGE A. SCOTT TO QUESTION ASKED
DURING THE HEARING BY THE HONORABLE BILL DELAHUNT

Additional GAO review of the Singapore tuition grants scheme (TGS) program did not identify any efforts to assess the success of the TGS.

Mr. DELAHUNT. Thank you. And in terms of visas, I agree with you, Secretary Farrell, I think the biggest obstacle is the sticker shock.

I happen to serve on the board of trustees of my alma mater, which is Middlebury College. I can assure you that there is a significant sticker shock in higher education, particularly among—in private schools, although private colleges and universities, in my judgment, are making a substantial effort to provide scholarships, grants and loans to international students.

Middlebury is a relatively small, liberal arts college of about, I guess, around 2,400 students; and it is my memory that there are students there from in the neighborhood of 70 nations, which I applaud. I am grateful that that is occurring, and I know many of those students receive financial aid.

But while I understand the cost, and I want to get to that, because that is really, I think, where the rubber hits the road, particularly if we are talking about the developing world and ensuring that those that come here are not necessarily those that can afford it and those that come from the elite strata in their home countries. I think it is so American to reach out and to pick out, you

know, from the villages, those that in many ways might even have a more profound appreciation of the American experience.

But having said that, let me just address the whole visa issue first. You indicated that things are improving, and that is most welcome news. But I don't think that is the perception at this point in time, you know; and perception is—as they say, perception is reality. How do we get the message out that things are better?

You know, again, we implicate Congress. Many of us travel worldwide. We are happy to bring good news, but it is very, very important because time after time after time I encounter people in colleges and universities that lament what they perceive a very problematic situation. And has there ever been any consideration given, if there is a time—and I agree, checks have to be done, very important; we have to balance the national security interest. But has any consideration ever been given to even provisional visas so we can secure the presence of those students while those checks are being conducted; and obviously, if there is something unfavorable, we can politely ask them to leave?

Secretary Farrell? Mr. Scott? Secretary Manning?

Mr. FARRELL. You know, the Bureau of Cultural Affairs, senior leadership in the department, including the Bureau of Cultural Affairs, the Secretary, Secretary Chertoff, we have looked at this visa issue six ways to Sunday; and so I cannot say categorically that we have looked at the possibility of a provisional visa. Maybe that was discussed. I want to say that first.

We at the State Department, as we are looking to engage and include more disadvantaged students, students with whom we have to take more risk in terms of our investment. We are actually putting much more emphasis on things like provisional admission to a university so we can bring talented students up. So we are thinking along those lines.

And I will also say, because I haven't, I have neglected to say this so far, if it were not for the higher education sector in the United States, the department chairs, the faculty, the presidents of the universities, and the U.S. institutions' interest in working with the government, but also working for their own global social agenda by providing scholarships, by providing cost-sharing, we would not be where we are. One of the most important signals we can send, as the delegations of university presidents and U.S. officials go out, is that not only are we welcoming you—and that is the key message of all the delegations, that is the key message of all of our media programs. The door is open. We welcome you. We want serious mutual understanding. We want you to come here. This is the best place.

But in addition to that, we very clearly explain that building a financial package for talented students is something we are expert at and that we will work to achieve.

You know, it is not well understood that Congress in its generosity put so much money into the Fulbright program. Foreign governments, like Germany, like Chile, like Japan, and I could go on and on, put a huge amount in. But U.S. universities invest in supplementary tuition awards and other assistanceships at about \$20 million a year. We would not have the Fulbright program we have today if it wasn't for this kind of long-term partnership be-

tween the government and higher education. And that is just the Fulbright program. That is not every other—

Mr. DELAHUNT. But as you indicated in response to Mr. Scott, we really are at a competitive disadvantage going to the cost factor.

Mr. FARRELL. There is no question in my mind about it.

Mr. DELAHUNT. Tuitions are subsidized in foreign countries. I mean, the Chinese are getting into the game late, so to speak. But I think I saw some figures in the GAO report that indicated that we had 3,000 federally funded international students here. The Chinese already have 6,000, double what we do; and in addition to that, I presume that living costs are significantly cheaper.

So when we talk about addressing those areas in the world, such as Africa—and let me get to Africa for a moment. The future for Africa and the Africa of tomorrow in terms of the leadership in all sectors, political, economic, et cetera, could very well be China rather than the United States. And I guess I really want to address that.

Well, let's get to the crux. How much money do you need? I really want to win this one.

Mr. FARRELL. Okay.

Mr. DELAHUNT. I want to compete.

Mr. FARRELL. All right.

Mr. DELAHUNT. And I understand there are all kinds of problems, but I think that this is an investment that the return on this investment is incalculable.

Mr. FARRELL. I would like to focus, if I may, and respond about Africa, because we are at a tipping point in terms of Congress' ability to help us with Africa and higher education.

The administration has made huge strides in health care in Africa—unbelievable successes with the President's Emergency Plan for AIDS Relief (PEPFAR—, with malaria, so we have got a healthier population. We have made unprecedented commitments to basic education, primary education, literacy. So now we are reaching a point in Africa where we can actually say on the higher education side and the exchange side, it is not just your elite person who went to the school at such and such a place or whatever. We will now be able to seriously engage a wider and more diverse group of people.

Last year we started in the State Department, thanks to Secretary Rice, an initiative that concentrated first on teachers for Africa. Young people. We reached out to undergraduates because without teachers we didn't have the foundation. In our budget submissions this year, I am not supposed to talk about it because it hasn't gone out yet. But look at the budget for this year that will be coming up, God willing, through OMB and everything else, and see the efforts that we are proposing for Africa. Because the President's strategy so far has enabled us now, I think, to make significant efforts in postsecondary education in Africa. We didn't have it before; the health situation was so awful. The veneer of eligible people to hold the societies together was increasingly thin. Basic education skills and literacy weren't there.

Mr. DELAHUNT. If we are talking about helping failed states—and there are a number of failed states on the continent of Africa; we have one here in our own hemisphere in Haiti. I mean, we can

look across the world—and I believe that this is the danger for the United States as we look into this new world where terrorism is real and substantial, and we have to have a long-term vision—efforts such as the one that you described, I think, are absolutely essential.

In the memorandum that was prepared for me by my outstanding staff, there is a paragraph here. Let me read it to you. And again, this is disturbing to me, but it goes to this cost factor:

“According to the National Association of State Universities and Land-Grant Colleges, the U.S. Agency for International Development has reduced its number of funded, graduate-level international students seeking degrees in American institutions from 15,000 per year in the 1980s to less than 1,000 today.”

I don’t know. I presume that is accurate. My point is, I think we have got to be prepared to make a major investment, one that is responsible.

Clearly, I can relate to you that the Europeans are focused on Africa. We talk about clash of civilizations. If we look at the Islamic world, countries there, I have a strong belief that by bringing the best and the brightest here, from whatever segment of their society, will have a long-term, positive—that will accrue to the benefit of our national interests.

This isn’t just about altruism and being popular. This is about doing what is best not just for others, but for the United States. And I have to tell you that I had never, until recently, realized that the number was 3,000 because there really are impediments. I mean, if you were a student somewhere in Indonesia in a village and someone told you that, you know, the comprehensive fee this year was \$45,000 at Middlebury College, you might not even file an application and apply for financial assistance.

I mean, I want to get through that, and I think it is really important that we become aggressive. And I know that that is the sentiment of Secretary Hughes and I really do applaud her for it. And I think that this is something that the administration should consider very, very seriously because in terms of our role in the world, in terms of bringing American influence to bear, in the long term this is where it is going to—this is where it is happening.

To get back, I don’t know—I am not asking you gentlemen to stay. But the next panel, I am familiar with this program, again because it is housed at Middlebury. But it is the Shelby Davis program. I don’t know if you are familiar with it, Secretary. An extraordinary, extraordinary program.

This is going out there to the villages and wherever, and it is—I am using my own colloquial language. It is creating prep schools all over the world for what could be disadvantaged students to learn English and prepare them to come to the United States and matriculate at our finest colleges and universities. I think it is just extraordinary.

And private philanthropy is—I have never met Mr. Davis, but I applaud him—\$1 billion. I mean, we have got to get aggressive. You know, if a private individual is prepared to make that kind of investment, then you know what, the United States Government

and Congress have got to ratchet up and deal with the reality here, because I think this is a critical moment in our history.

Thank you, gentlemen. Mr. Scott, thank you so much. And now, if we could have our second panel. And I look forward to working with all of you. And your written testimony will be transmitted to our colleagues on both the Education and Labor and Foreign Affairs Committees.

Okay. Let me introduce this panel, and I want to extend my gratitude for your appearance here. It certainly is a distinguished panel.

Let me begin by introducing Dr. Philip Geier, whom I have never met before, but he is the director of the Davis United World College Scholars Program, which I referred to earlier. And it appears to be a successful and major private foundation—as I said, it is housed up at Middlebury—and the program funds and supports at American universities 1,100 graduates of the 12 United College World Prep Schools that are scattered around the world.

Dr. Geier previously served 12 years as president of one of those schools, those prep schools, which, in my opinion, are such crucial elements in the success of the program.

We have on the speaker phone—that voice from above is Dr. Jerry Melillo, director and senior scientist at the Ecosystem Center at the Marine Biology Laboratory in Woods Hole, which is, for those of you who don't know, on Cape Cod in Massachusetts. I happen to represent that beautiful part of the world. His doctorate is from Yale and his research is biogeochemistry, which I know nothing about. But after a thoughtful review, I now understand that it has something to do with the impact of human-produced carbon and nitrogen on soils and climate. This is obviously a crucial and cutting-edge field. And as a frequent convener and attendee of important scientific conferences in this area, Jerry is uniquely qualified to tell us about problems that organizers encounter when they try to hold their conferences in the United States.

Ms. Katherine Bellows is with us to provide a close look at how one university approaches the challenge of recruiting and retaining international students. She is the executive director of the Office of International Programs at Georgetown here in Washington. Ms. Bellows has been working in this field for 25 years, including stints as an officer in the various bodies of the Association of International Educators, and we appreciate her attendance.

We also have with us today Ms. Jessica Vaughan, senior policy analyst with the Center for Immigration Studies, who is smart enough to live in Boston, Massachusetts. She is a former Foreign Service Officer with a master's degree from Georgetown and she has directed international exchange programs at the University of Vermont Law School.

And, appropriately, our wrap-up witness will be Ms. Marlene Johnson, executive director and CEO of the Association of International Educators, an organization that has perhaps the broadest and most comprehensive view of the problems we face in attracting and retaining international students.

Thank you all so much for your attendance here today. We appreciate it. And let's begin with Dr. Geier.

STATEMENT OF PHILIP O. GEIER, PH.D., EXECUTIVE DIRECTOR, DAVIS UNITED WORLD COLLEGE SCHOLARS PROGRAM

Mr. GEIER. Thank you, Mr. Chairman. I am very pleased to be here and simply want to reiterate, I think that we all seem to embrace the broadest possible common agenda, as I have listened to the earlier panel and know the reputation of those around me, and certainly what I have heard from you and Congressman Scott.

But I want to—and I have submitted written testimony, which I will not read—I want to take my time to highlight, I think, some key points. And I think the key question before us, as I think you have alluded to, is whether we want to recover and simply incrementalize the situation we find ourselves in or whether this is a propitious moment to really accelerate and, in fact, maybe turn the telescope around and look at the problem in different ways than we have before. So I think we have a real opportunity, and I appreciate the opening that you have given to that opportunity.

I certainly agree that the investment for the long term is really the ultimate issue at our disposal here. I see this as having three parts that I will comment on. One, what are the objectives? Two, what could be some alternative and supplementary program designs? And three, what are the costs and program administration dimensions to it? And I will be real quick as I work through these.

Obviously, the objectives are to improve the perceptions of the U.S. overseas, to develop future key relationships between leaders in the U.S. and overseas, and to use one of America's greatest assets, higher education, not only to our advantage, but also this will build and strengthen our own internal capacities in those institutions—so those, among some of the other objectives that have been built into the foreign affairs orientation of this.

My sense about the program design options that could be put before this committee and could be implemented by the State Department would be many alternatives. But I am going to focus here on undergraduate education. I think that the 4-year undergraduate experience at American colleges and universities is distinctive in the world. It is unrivaled in terms of the impact that it has, and more importantly to the point of today's discussion, the personal and professional relationships that it fosters during that time.

So there is no question that if you talk to anyone in the past who has gone through as an international student, or the faculties at or administrations at, any of the members of NAFSA or other fine institutions in this country that have done such a fine job with international students over the years, that development of attitude as well as skills is really essential. So I would first make the point that this new investment should be accelerated and turned on its head, to some extent ought to be focused, at least in large part, on undergraduate education.

Secondly, I would make the very strong point from the experiences we have had in the private philanthropic sector and from my 30 years in the field of international education that private-public partnerships and, therefore, partnerships between government funding and these colleges and universities is a balancing act that needs to be struck and that, therefore, the shared costs ought to be part of the ground rules in this. They already are implicitly in many of the grant-funding schemes out of education, and I think

we should model ourselves around an expectation that the investment in the scholarships, the subsidies you referred to earlier that will be absolutely required, need to be a balancing act between public funds and funds raised philanthropically or otherwise through these institutions, so that it is a strategically embraced set of objectives by both these deliverable institutions and the government.

The third point I would make about program design is that within the context of those colleges and universities, the best impact is to build larger clusters, critical masses of these international students, rather than just one of relationships for some funding opportunities or whatever the motivation might be, so that the critical masses create not only benefits for those international students and what, downstream, it brings to us as they become professionals and circulate.

And I appreciate Secretary Farrell's point about circulation. I think the discussions about brain drain of the past are more a set of discussions about brain circulation in the world now, and that is the basis of what we ought to think about, the consequences of where they physically end up.

But nonetheless, the idea of clustering students in the undergraduate populations not only is a benefit from those international students who benefit from those subsidies and those terrific educational opportunities, but it represents an opportunity for a great majority of those students at colleges and universities to benefit from a greater international presence.

You have made many references this morning to the global economy and the competitive nature in the world in which we are situated. What better opportunity than to tune up our own skills and attitudes and perceptions within the majority of the American students than to create these clusters? So, undergraduate partnerships and clusters.

And then I think we ought to require ourselves—if there are new investments, require that any innovation create best practices that we can replicate and accelerate in other ways on those campuses and on other campuses. So I very much suggest that we look for concrete opportunities for elevating to some level of greater visibility best practices and running with those.

The third and final points I will make have to do with costs and program administration. Obviously the sticker shock, the price resistance issues that were made clear by you and by members of the first panel are critical. I think it underscores the absolute reason why if you are going to look for genuine diversity from a broader range of international students to come to this country, which I think is absolutely essential to our long-term best interests—Africa being only one—but an excellent example of that is for us to acknowledge right up front that this is a shift in emphasis to one of subsidies, to one of scholarships. And with scholarships, with privilege, comes responsibility.

So I think we have a real opportunity not only to elevate visibility, opportunity, good PR, downstream good vibes about the United States, all the things that would be desirable on the surface to a much more substantive, profound commitment to a shared

sense of responsibility about the world that comes out of being a recipient of a scholarship.

If you are paying for a product, you are absolutely in the driver's seat as a customer, as you should be. And the demands sometimes outweigh the benefits in terms of the relationship. When you look at the opportunities, whether it is in this country or elsewhere, that a scholarship provides, the opportunity it presents and the sense of responsibility and payback that is incumbent on getting that scholarship, you have an added advantage. So I think there is not just a price resistance issue; there is a great opportunity to open the doors much more widely if we look to the values of that subsidy.

So we need to look at some cost-per-capita realities, and look at that, as I said earlier, on a shared basis between the colleges and universities that might choose to be in a program that might be invented and the dollars that would come out of the taxpayer.

I think we should look at a program that creates no new bureaucracy, no new overhead in the U.S. Government; that we should look at a minimal adjustment, if you will, in that regard, and push down responsibilities and deliverables to the colleges and universities.

If you look at the—we have all been praising the quality and the ability and the status of American higher education in this world and certainly in this country. Let's empower them with resources to be accountable to Congress, accountable to the administration, but use the grassroots skills that exist there and infuse the capital there, challenge them to match that funding and then run with programs that have been given general, broad parameters by the administration, by the Congress, but have them own half the bill and own the results as well.

And then finally on this program administration component, hold them accountable. We absolutely need to hold ourselves accountable to any expenditure of any public or private funding, and that that accountability can be demonstrated in a variety of ways that we have tried to use in the private philanthropic sector of the Davis UWC Scholars program. If that lends itself to any utility downstream, obviously we would be glad to be helpful.

I think we are at a critical juncture in our state in the world. I think we are greatly improved in our disposition through the State Department's efforts to alleviate, but they clearly have not yet eliminated the hurdles, the barriers on the visa issues that I think Secretary Farrell made light of. I think they are more significant, and certainly perceived to be more significant if not in fact. We have to communicate or do better or both.

And I think that we really need to think even more broadly than how do we solve our problems, how do we create more opportunities, how do we get out there and really engage with those out there in the Third World in particular who have not been able to seek the opportunities in the United States that others have.

So I think this is a rare opportunity and one which I think can be part of a groundswell of change in the coming years with regard to perceptions of the United States, using existing infrastructure, but new thinking with that infrastructure. Thank you.

[The prepared statement of Mr. Geier follows:]

PREPARED STATEMENT OF PHILIP O. GEIER, PH.D., EXECUTIVE DIRECTOR, DAVIS
UNITED WORLD COLLEGE SCHOLARS PROGRAM

INTRODUCTION

It is an honor for me to bring testimony to Congress regarding international students and scholars: trends, barriers and implications for American universities and U.S. foreign policy. I commend Congress on its interest in increasing the number and diversity of foreign students who come to study in the U.S., particularly at the undergraduate level, as I am convinced that this is an essential and effective dimension of foreign policy which has been underrated and underutilized.

Let me be clear at the outset that my testimony is biased. Biased by a career in international education. Biased by having been the recipient of two Fulbright awards, by having served on the Board of Directors of the Fulbright Association (and as its President for two years). Biased by having spent twelve years in top positions at World Learning Inc. (formerly known as The Experiment in International Living) and another twelve years as President of the United World College-USA. Biased by having spent my entire professional life in the private sector, devoting a great deal of effort fundraising for international organizations and programs. Biased because I have had the privilege of designing and now implementing a major international scholarship program for undergraduates—the Davis United World College Scholars Program. Amazingly, this program is the vision of and funded entirely by one American philanthropist, Shelby M.C. Davis, who intends to invest a billion dollars or more in this program.

My submission will only briefly address the trends and barriers of international education since that information is well-researched and documented by such highly regarded institutions as the Institute of International Educators (IIE) and NAFSA: Association of International Educators. The heart of my testimony will focus on the purposes, characteristics and achievements of the Davis United World College Scholars Program with hopes that this might inform the Congress about a model in the private sector as it considers a significant increase in the numbers and diversity of international students coming to study at undergraduate institutions in the U.S. I will conclude with a few recommendations.

TRENDS AND BARRIERS

IIE has for 56 years been providing data on international students and scholars and annually publishes “Open Doors” with support from the Bureau of Educational and Cultural Affairs of the U.S. Department of State. IIE’s 2006 edition of “Open Doors” and the research of NAFSA provide dependable data, including the following relevant highlights:

- *total* international student enrollment in the U.S. of something in excess of 550,000 has remained virtually flat over the past two years after several years of decline following 9/11, but it is heartening that *new* international student enrollment has been increasing over the past two years. This is causing a turn-around in total student enrollment. A recent IIE survey found that 45% of reporting institutions saw increases this year while only 26 % reported declines (compared to last year when 34% reported increases and 33% reported declines). Even more positively, the IIE survey found 52% reporting increases in new student enrollments and only 20% reporting declines (compared to last year’s figures of 40% increasing and 26% decreasing).
- historical funding for international students comes largely (essentially two-thirds at present) from students’ personal and family resources, with the U.S. government accounting for only .4% of total funding.

In light of the data, it is worth asking ourselves whether this turn-around is satisfactory or whether the U.S. government should become more involved somehow in our country gaining a greater share of the growing international student market. Industry data suggests that competitors (other nations) see opportunity and are seizing that opportunity to increase their market shares. Is it time to reinvent our government’s posture in international education? One model to examine in the private sector is the Davis United World College Scholars Program, which began with 42 undergraduate scholars in the class of 2004 at five pilot schools, has grown this past academic year to over 1,100 current undergraduate scholars from 126 countries at 76 institutions, and is continuing to grow. This suggests that significant growth in both numbers and diversity is achievable.

Before leaving the “trends” behind, it is worth noting two other fine sources of information:

- Highlights of a GAO Forum: Global Competitiveness: Implications for the Nation's Higher Education System, GAO-07-135SP, January 23, 2007 (<http://www.gao.gov/docsearch/abstract.php?rpto=GAO-07-135SP>)
- Restoring U.S. Competitiveness for International Students and Scholars, June 19, 2006 by NAFSA (which updates and expands NAFSA's 2003 task force report on "In America's Interest: Welcoming International Students." (<http://www.nafsa.org/—/Document/—/restoring—u.s.pdf>))

This public policy paper's highlights include:

- "The best and the brightest from around the globe are now a sought-after commodity, and are able to choose from many centers of excellence where they can ply their creative skills."
- "What is most alarming is that, for the first time, the United States seems to be losing its status as the destination of choice for international students."
- "We will not win back the market simply by adjusting visa procedures, and we will not win it back with a public relations campaign."
- "We must reform our immigration laws in order to create and support a climate that encourages the contributions of foreign talent."
- "To get back on track, America needs to do better. We renew our call for national leadership to elevate international educational exchange as a national priority and to establish a national strategy to ensure that the United States can attract the best talent from around the globe."

As for barriers, NAFSA, the world's largest association of international education professionals, has given collective voice to the sentiments of their 9,000 members who work on a daily basis with the legislation and regulations pertaining to international students. A clear and contemporary example is NAFSA's letter of May 8, 2007 to the Department of Homeland Security in which it spells out the statutory and regulatory changes that it feels are necessary for the U.S. to attract the world's best and brightest students.

Some of the nuts and bolts barriers that we hear about from our various campus contacts in the Davis UWC Scholars program include:

- Visa cost, personal interview, and security checks remain issues. Many would want us to return to the days when fees were less burdensome and visas could be obtained through the mail. Regardless, there is a growing appreciation for the State Department's many efforts of late to improve visa processing times, etc.
- Visa renewal process is problematic and our student advocates would like to see a modification to how the initial visa is granted. Ideally they'd like to see such visas granted for a five year period or alternatively allow visas to be renewed within the U.S.
- Work authorization—there is widespread sentiment that off-campus as well as on-campus work should be permitted during the authorized program of study and that the Optional Practical Training timeframe now of twelve months should be extended to 24 months.
- And, along with many other interest groups, our campus contacts clamor for more H-1 visas in order for their graduates to be able to stay and work in the U.S.

Finally in the arena of barriers, though it is mentioned less often in industry-wide documents, our contacts recognize the economic barrier to greater diversity of international students coming to the U.S. This may be why they are so enamored of the Davis United World College Scholars Program that I will now discuss.

A VIEW FROM THE PRIVATE PHILANTHROPIC SECTOR

We are a nation built on diversity and differences. Ours is a culture of philanthropy. These are distinguishing national traits and they are interconnected. Philanthropy can help build community out of diversity while it can also help equip and empower leaders of community.

It is this dynamic interplay of philanthropy, community and individual leadership that underlies the creation and development of the Davis United World College Scholars Program. The program is committed to achieving cross-cultural understanding (community) among talented students (potential leaders) from diverse backgrounds, American and non-American alike. During the 2006-07 academic year, the Davis UWC Scholars Program provided scholarship support at 76 American colleges and universities for over 1,100 students from 126 nations. This will grow in

the 2007–08 academic year to approximately 1,400 students. And those numbers do not count the many other American students positively impacted by these growing critical masses of globally-engaged scholars.

From our vantage point, the future stability of our world and America's place in it demand nothing less than bold initiatives like this. Donor Shelby Davis is a philanthropist with a mission. He is demonstrating the huge potential of philanthropy to promote international understanding through the education of exceptional young people (presumably future decision-makers) from throughout the world. And he is doing this exclusively at American colleges and universities on purpose—so that the impact of his philanthropy immediately benefits numerous American students and institutions as well.

The Davis United World College Scholars Program provides scholarship grants to selected partner colleges and universities across the U.S., with the size of annual grants determined by how many graduates of the worldwide United World College schools (which amount to the last two years of high school and award the International Baccalaureate Diploma) matriculate at each selected American institution of higher education.

The twelve UWC schools are located around the world in: Bosnia, Canada, Costa Rica, Hong Kong/China, India, Italy, Norway, Singapore, Swaziland, the United Kingdom (Wales), the United States (New Mexico) and Venezuela. The UWC “movement” has evolved from the original genius of German-born educator Kurt Hahn, also the founder of Gordonstoun and Outward Bound, who first presented the UWC idea at a 1956 NATO meeting in Paris. His idea was that one way to try to prevent another world war would be to bring together some of the world's most promising teenagers (16–19 years old) and have them live together for two years of academics, community service and character-building physical education, through which life-long relationships would be established. The concept grew from its first campus in Wales, founded in 1962 at the height of the Cold War, to now twelve campuses, initially through the tireless patronage of Lord Mountbatten, who was succeeded by his nephew Prince Charles, and now by Queen Noor of Jordan and Nelson Mandela, a parent and grandparent of UWC students at the Swaziland campus. Students are chosen annually through rigorous national competitions conducted by indigenous, voluntary committees. Winners are awarded places and scholarships at whichever of the UWC schools can accommodate them.

Philanthropist Shelby Davis first became involved when he met UWC students at the U.S. campus in New Mexico in the late 1990s. Davis generously endowed 100 full scholarships to allow selected Americans to go on full scholarships to these UWC schools around the world. Through this association, Davis developed the vision that has become the Davis UWC Scholars Program at American colleges and universities. It began as a pilot program of 42 UWC graduates matriculating in the Class of 2004 at five schools with Davis family connections: Princeton, Wellesley, Middlebury, Colby and College of the Atlantic. Its goals were, and continue to be, the following:

- provide scholarship support for exemplary and promising students from all cultures, who have absorbed the passion of their UWC school community for building international understanding in the 21st century.
- build clusters (critical masses) of these globally aware and committed students within the undergraduate populations of selected American colleges and universities.
- seek to transform the American undergraduate experience through this international diversity and cultural interchange—as much for the large majority of American students on campus as for international students.
- urge and expect partner colleges and universities to leverage the value of this initiative and its funding—for their students and faculties, their strategic direction and their institutional roles in contributing proactively to the well-being of our volatile, highly interdependent world.
- create a diverse but coherent group of Davis United World College Scholars who are expected, during their educational experiences and throughout their lives, to “give back” in shaping a better world.

The great potential of the Davis United World College Scholars Program is not simply to build and perpetuate an outstanding international scholarship program. It is also to motivate others, to provide a model, to apply leverage—all for the greater good of international understanding. We seek to foster a deep commitment to international diversity on American campuses and beyond. We believe the impact of this philanthropic investment goes far beyond the direct recipients of scholarship

support. Here's how some of the presidents of partner colleges describe the value of the program on their campuses and beyond:

"We are proud to be the headquarters and home campus for the nationwide Davis UWC Scholars Program, a visionary and transformative initiative for undergraduate education. By bringing together intelligent and intellectually hungry students from around the world, the program enriches the educational experiences of thousands of students at 76 campuses, challenging them to engage, confront, and understand difference. What better way to prepare the next generation of global leaders, ready to confront the great challenges of the 21st century."

Ronald D. Liebowitz
President of Middlebury College

"The Davis United World College Scholar Program makes a valuable contribution to our campus community. The scholars are excellent students, and they bring a variety of experiences and perspectives into our classrooms and residence halls. They are building personal relationships that over the years will expand international understanding. This program helps Vassar fulfill its goals, including the education of national and international leaders who will be distinguished both in their professional careers and in service to their communities and the world."

Catharine Bond Hill
President of Vassar College

"Some of the most educationally meaningful interactions that students have happen in their everyday exchanges with one another in the residence hall, in the lab, or in between classes. It is in these informal contacts, in subtle ways, that the knowledge of others is transferred. The greater the variety of students we welcome to Amherst, the greater the inventory of knowledge and culture there is to share. An institution that strives to serve the world must be a part of the world. The Davis United World College Scholars Program is helping to make the world more a part of us."

Anthony W. Marx
President of Amherst College

"The David United World College Scholars Program is a critical tool in Haverford's efforts to bring more international students and global perspectives into our classrooms. The presence of Davis UWC Scholars contributes to a key effort of our educational program, which is to define the real scope of 'global citizenship' for all our students."

Thomas R. Tritton
President of Haverford College

And what about the donor's perspective? Shelby M.C. Davis is committing a billion dollars to this effort. What does he think is the biggest impact? In his estimation, the building of clusters of international students at partner American schools is encouraging Americans to learn about the world, equipping them to be culturally-sensitive and effective communicators with others, as much as it is helping international students to grow intellectually and personally in an American context. Davis believes his philanthropic investment is contributing to a more promising future for Americans and their successes in the global marketplace of the 21st century as much as it is good for the Davis UWC Scholars per se. "I get letters from the students saying that they have made great American friends and they learn so much about America, while Americans have learned so much about the world from them. I think that's important," said Davis in a recent campus interview.

And what about the students who benefit from this philanthropy? Davis UWC Scholar Jawad Joya from Afghanistan, now a rising senior at Earlham College in Indiana, says "you are not just an alien. . . . You have the ability to change people's views about the place you come from, the places you have been, and the kinds of places we can build together in the future. Diversity can evolve into a means for unity." Jawad's American classmate Anna Cromley-Effinger observes, "Over the course of time here, we do make friends from all over the place. It really grows our community. In a sense, it makes us a world community."

And what about the faculty perspectives on this program? We receive countless glowing reports along the following lines:

"Colby's international students, including the Davis UWC Scholars, bring tremendous strengths to the campus from which the entire student body benefits. Not only do they come to the College with an excellent academic preparation,

but also they have a grounded appreciation for the real-world complexities to which the abstractions of classroom theories must be applied. This makes for very stimulating and challenging classroom discussions, as for example, in a class on the cultural and environmental dynamics of international tourist development during which American students exchange views with classmates from the Ukraine, Belarus, Nepal, and South Africa. As a teacher these are particularly exciting moments. I can see 'light bulbs' going on all over the room as students of all backgrounds come to recognize, in concrete ways, just how diverse their experiences are and how much they all have to learn from each other."

Mary Beth Mills
Chair of Anthropology, Colby College

While it is still very young, the Davis UWC Scholars Program is clearly playing an important part in internationalizing American campuses, building meaningful relationships between international and American students. But that is not all that this program has set out to do. It is intended to be a leverage tool to accomplish more than it ever could just on its own.

By funding only a portion of the resources necessary for each scholar, our program is challenging our partner schools to raise and commit the necessary other funds required. We are looking to our partner schools for a long term, strategic commitment. In return, we make a five year rolling commitment of funding to our partner schools, always ensuring our support for students throughout their four years of undergraduate study and for the class being recruited in any given year. Yet, we always have the right to eliminate non-performing partner schools.

And we have already announced that we will use financial leverage to reward those partner schools which are successfully building significant clusters of scholars on their campuses. To encourage more schools to build such clusters, we will double the annual per-student grant for those partner schools which consistently enroll five or more first-year Davis UWC Scholars starting in 2008. Any partner school that matriculates five or more first-years regularly will qualify for a grant of up to \$20,000 per scholar (based on determined need), twice the amount of current grants of up to \$10,000 per scholar. We believe in the power of setting an example and using leverage to achieve the greatest possible results. By increasing the funding to those schools that are building clusters of scholars, we will be elevating the program's potential and prompting schools to find new and better ways of leveraging the power of international diversity.

We are constantly looking to our partner schools to leverage Davis philanthropy in their own ways as well. And we are seeing concrete results. The most recent examples come from Amherst College and the University of Florida. At these places there are new international scholarship initiatives directly inspired by and modeled on the Davis UWC Scholars Program.

At the University of Florida, emerita professor of education Dr. Margaret Early was so impressed by Davis UWC Scholars she encountered that she decided to contribute a portion of one of the student's costs above what Davis philanthropy supports through a gift to the University of Florida Foundation. "I prefer not to know which one!" said Early, who continues to enjoy getting together for meals with various Davis UWC Scholars. A lifelong educator, Early believes the Davis UWC Scholars Program is doing something important. "Mixing young people from many different nationalities and parts of the world—that seems like a very good idea," she said.

At Amherst, a pledge of \$6 million by alumnus Arthur W. Koenig '66 is creating the Koenig Scholarship Program. Koenig calls the program an investment. It will benefit talented students of limited means from Latin America and Africa and will also support annual recruitment trips to those regions. "The structure of the Koenig Scholars Program is modeled on the Davis UWC Scholars Program in several ways," said Robyn Piggott, special assistant to Amherst President Anthony W. Marx. "It will support entering cohorts of five students from Latin America or Africa each year, meeting their full demonstrated financial need for all their four years at the college. The program also provides some funding for admission staff recruitment trips to both continents each year. Mr. Koenig's unique twist on the UWC model, which we are all very excited about, is providing small stipends to African and Latin American students who do recruitment work at underserved secondary schools in their home countries in the summer vacation. This will create a very powerful partnership between students and admission staff," added Piggott.

It is not just at Amherst (which is striving to join rival Williams College in extending need-blind admission to non-U.S. students) that international recruitment is getting a lift from the Davis UWC Scholars Program. Westminster College in Fulton, Missouri attributes growth in both its domestic and international recruitment

to the program. Its Academic Dean George Forsythe notes, "Because we're emphasizing the global community piece and we're making that very clear and explicit in our marketing, we're getting more and more students who say 'I'm coming because of that.'" Johns Hopkins University in Baltimore, Maryland reports exponential growth of international applications since the inception of the program. Lewis and Clark College in Portland, Oregon maintains that "being part of this program . . . has helped us to re-invigorate our efforts to recruit very talented students internationally."

While the impact of the Davis UWC Scholars Program is being widely recognized and the motivation for more international students appears to be pervasive, the single largest hurdle to broader growth with real diversity at our partner schools and elsewhere is availability of financial aid. This leads me to draw a few conclusions and make a few recommendations for possible consideration by Congress.

CONCLUDING THOUGHTS AND RECOMMENDATIONS

In my estimation, it would be both timely and beneficial to America's role in the world for Congress to take some dramatic action to expand the number and diversity of international students coming to the U.S. for their undergraduate education.

Such dramatic action, taken ideally in combination with other policy initiatives to support more effective global engagement by Americans (e.g. a major investment in the teaching and learning of "critical languages" in the U.S.), is long overdue and could contribute rather swiftly to reversing the pervasive negative perceptions of the U.S. around the world today.

This is a particularly propitious time for action of this sort. News of it, if expertly handled, could serve initially as a positive antidote to all the attention being given in the media to anti-American sentiment. We could move from headlines such as "U.S. Slips in Luring World's Brightest" (The New York Times, December 22, 2004) to something like "U.S. Luring World's Brightest Again."

More substantively, we could demonstrate our re-commitment to using America's "soft power" so, in the words of Joseph S. Nye, "others want what you want" for reasons of shared human challenges and opportunities. My impression is that some of the anti-American sentiment out there is not profound (while some of it most certainly is and we should harbor no illusions about that), and with some positive developments on the Iraq front and a genuine and sustained use of our "soft power" we can once again become appreciated by many around the world who are presently berating us.

In that context, one of best tools of soft power is the perceived value of American higher education. In spite of everything else going on, American colleges and universities are still the envy of the world, still where the most talented, motivated and promising students around the world really want to be. The rapid and positive growth of the Davis UWC Scholars Program is ample evidence of that. Other and more established scholarship programs would make the same point. Among them, the Starr Foundation and the Freeman Foundation have supported many undergraduate scholarships for students from Asia. One of those scholars from Vietnam has recounted her U.S. educational experience this way: ". . . While being an international student in a white dominated community may be hard, it is at the same time very exciting and rewarding."

Although I had certain difficulties in adapting to a new lifestyle, I enjoyed sharing with others my experience as a student from a Third World country and showing them more about by cultures and values. Also, I could not help realizing that the interaction with the students whose backgrounds are totally different from mine is quite beneficial to me in learning how to be open-minded. Talking to them helped to enrich my knowledge a great deal. It's incredible how my friend circle and my perspective of the world have widened on this campus."

Paraphrasing what I hear all the time from leaders on American campuses, after four years of study at an American college or university, international students come to appreciate America, our people and our way of life. Equally important, American students develop a broader and more encompassing view of the world around them. Putting international and domestic students together in a meaningful and rich educational context, among many other positive outcomes, fosters a feeling of mutual respect and appreciation for our commonalities and a more constructive way to view our differences.

While I do not have and cannot find any "metrics" on proving the value of international education, there are endless anecdotes, most all of them positive. Nor am I aware that international education is a partisan or political issue. Throughout my career, as well as in reaching out recently for feedback from many others so I could prepare this testimony, I have witnessed overwhelmingly positive reactions from oc-

cupants of both sides of the political aisle. Bruce S. Gelb, former head of USIA, was one of the recent respondents to my outreach for varied perspectives. He wrote recalling his own experience at the highest level of government and international diplomacy. He observed that “the turning point in the relationship between the U.S. and Mexico in the minds of President Salinas (25 years ago) and his senior cabinet officials was that a large percentage of them were Fulbrighters and uniformly their experience with studying in the United States was so unexpectedly positive that they lost whatever remained of that stereotypical ‘gringo’ feeling. Virtually all senior executives in the former USIA will tell you that the two crucial and essential programs for that agency were the Fulbright and the International Visitor programs—both basically doing the job of letting foreigners learn what the U.S. is really all about.”

Similarly, Bob Coonrod, President of The Public Diplomacy Council wrote, “If additional funds are available, the Council urges an increase in order to deepen the public diplomacy impact of these important programs and to sustain and strengthen the State Department’s core exchange programs worldwide while continuing to develop new, carefully selected initiatives. We count undergraduate programs among the exchanges activities that can be particularly effective. Their benefit is long term, and it is mutual. The students benefit, as do their countries. Finally, and most importantly, our nation benefits from such initiatives.”

I will conclude with a few recommendations for how major new funding for international education might be best invested:

- establish a fund to provide grants to American colleges and universities willing to truly partner, including sharing expenses
- the goal would be to educate a greater diversity of international students than ever before in American four year undergraduate degree programs; emphasize diversity
- stipulate that the students ought to be the best and brightest from all corners of the world
- expect schools to do their own recruitment and admission (collaboration among other schools is fine)
- avoid tendencies to centralize and bureaucratize; minimize overhead costs; maximize program expenses
- use leverage—partner schools must do their part, financially and otherwise; consider aspects of the Davis UWC Scholars Program model, including our two-tier grant making scheme to reward the best institutional performers
- demand accountability—we require annual reports which include the following content areas: roster spreadsheet with each individual and related financial aid documented; student forms completed by the students; narrative profiles of the students; description of admission outreach/recruitment efforts; admissions data; a description of programmatic, residential and other means of internationalizing the campus; and evidence of how funding is used to leverage other related fundraising.

Thank you for giving me this opportunity to submit this testimony, and I truly hope to see something positive come out of this.



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Power of Philanthropy

Davis Perspective



Thanks to our membership in the Davis UWC Scholars Program, College of Notre Dame of Maryland is able to extend our global reach. The program has allowed us to share the story of our College with other parts of the world, most recently in Hong Kong. We are extremely grateful for UWC's support, which allows us to interact with vibrant, engaging students worldwide.

— Mary Pat Bourkamp
College of Notre Dame of Maryland

The Power of Private Philanthropy

Private philanthropy can be transformative. Through the Davis United World College Scholars Program, talented individual students and outstanding educational institutions are being transformed by the philanthropic investments of Shelby and Gale Davis. Their long-term goal is to create greater international understanding among future generations of the world's decision-makers by bringing together a growing number of promising students from diverse cultures and supporting their undergraduate educations at selected American colleges and universities. If you are inclined to invest your own philanthropy in a college or university of your choice, in the program shown here or in the United World Colleges, we encourage you to do so. Your investment can help change the world. For assistance, please contact:

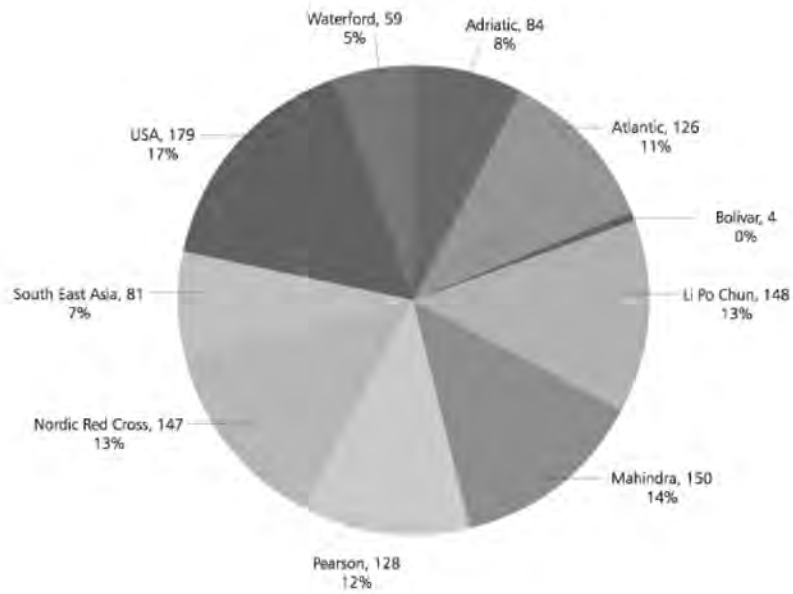
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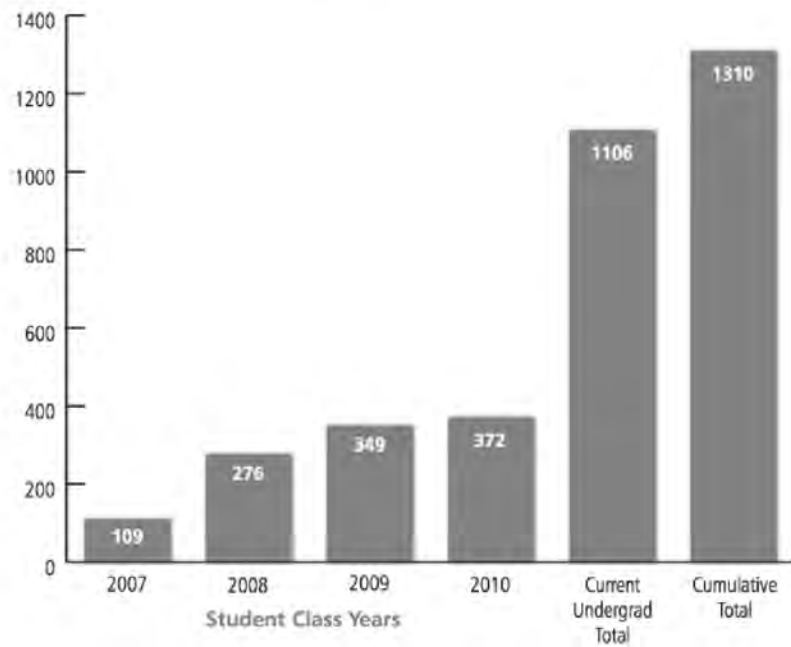
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If you are inclined to invest your own philanthropy in a college or university of your choice, in the program shown here or in the United World Colleges, we encourage you to do so. Your investment can help change the world. For assistance, please [contact us](#).

UWC Scholars Worldwide Provide the UWC Davis Scholars



Current Davis UWC Scholars by Class Year



U.S. College	2007	2008	2009	2010	Undergrad Total	U.S. College	2007	2008	2009	2010	Undergrad Total
Amherst College			3	4	7	Lehigh University				2	2
Art Institute of Chicago		1	2	0	3	Lewis & Clark College		1	1	4	6
Barriard College			1	5	6	Luther College			2	12	14
Bates College		2	2	1	5	Macalester College		33	19	16	68
Boston Conservatory			2	1	3	Methodist University		13	5	9	27
Bowdoin College		0	0	1	1	Middlebury College	26	22	35	16	99
Brandeis University			5	1	6	Mount Holyoke College		1	2	2	5
Brown University		2	14	13	29	Notre Dame of Maryland			0	0	0
Bryn Mawr College		2	0	1	3	Oberlin College		2	1	2	5
Carleton College	1	5	4	5	15	Princeton University	17	27	25	20	89
Claremont McKenna College			1	1	2	San Francisco Art Institute		1	1	0	2
Colby College	24	24	23	21	92	Skidmore College		3	4	6	13
Colgate University			1	0	1	Smith College		4	5	8	17
College of the Atlantic	20	15	11	7	53	St. Lawrence University		3	10	7	20
College of Notre Dame of Maryland			0	0	0	Swarthmore College		1	1	1	3
College of Holy Cross				0	0	Trinity College		0	0	2	2
Colorado College		1	1	1	3	Tufts University			5	5	10
Columbia University				4	4	Union College				4	4
Connecticut College	1	5	2	5	13	University of Florida				11	11
Cornell University		7	10	8	25	University of Pennsylvania				7	7
Dartmouth College		4	10	15	29	University of Redlands		0	0	0	0
Dickinson College		2	0	3	5	University of Richmond		6	11	7	24
Earlham College		11	17	18	46	University of Virginia		3	5	6	14
Franklin & Marshall College		1	1	3	5	Vassar College		4	2	4	10
Grinnell College			2	1	3	Washington & Lee University		1	5	5	11
Hamilton College	1	3	0	2	6	Washington University in St. Louis				0	0
Harvard College		12	11	11	34	Wellesley College	18	15	19	15	67
Haverford College		1	0	1	2	Wesleyan University		3	4	2	9
Hood College	1	2	2	3	8	Westminster College		16	28	37	81
Johns Hopkins University		5	6	5	16	Whetson College			3	4	7
Kerryon College				3	3	Whitman College		2	4	2	8
Lafayette College		2	9	2	13	Williams College		3	2	4	9
Lake Forest College		3	5	2	10	Yale University		2	0	4	6
						Totals	109	276	349	372	1106

The graduates of the classes of 2007, 2008, and 2009, and 2010 bring the cumulative total to 1106.

NOTE: The eleven newly admitted schools listed [here](#), are not included above as they will be matriculating their first Davis UWC scholars in the fall of 2007.

Mr. DELAHUNT. Thank you, Dr. Geier.

I am going to come back to you and ask—the first question to you I want you to illuminate about is, how do we prepare? And I think that the UWC program is focused in that area. How do we prepare students, particularly from the developing world, to come to this country and not just address the cost issue? But how do we prepare them to matriculate in our universities where English can be a problem, where the educational system in their own countries are deficient?

That is what excites me about the Davis program. And having said that, I am going to—I know that—well, let me go next to Ms. Bellows. I will keep our voice for the next question.

Ms. Bellows.

STATEMENT OF MS. KATHERINE S. BELLOWS, EXECUTIVE DIRECTOR, OFFICE OF INTERNATIONAL PROGRAMS, GEORGETOWN UNIVERSITY

Ms. BELLOWS. Mr. Chairman, Mr. Scott, Mr. Yarmuth, thank you for this opportunity to testify in front of you today.

Georgetown has welcomed international students since its first class in 1789. Over 200 years ago, a student body of 275 students included 47 international students who went on to become doctors, lawyers, clergymen and politicians. That beginning destined the university to evolve into one of today's leading global institutions.

To date, the presence of 1,600 international students on our Georgetown campus enriches the educational experience for all of our students. With us here today is Hamza Karcic, who is from Bosnia and pursuing his master's degree at Georgetown's Title VI Center for Eurasian, Russian and East European studies. Having grown up in Bosnia, Hamza's life experience has informed his academic work as well as the perspectives he shares daily with his fellow students, predominantly American, especially regarding the functioning of the International Criminal Tribunal for the former Yugoslavia.

Similarly, many other international students bring their unique perspectives to Georgetown classrooms.

In response to Mr. Farrell's comments about educational costs in the U.S., Georgetown works hard to ensure that our student body includes students from diverse socioeconomic backgrounds. Thanks to private donors, Georgetown helps a number of international students with significant financial need to attend the university through the Arrupe Scholarship for Peace. This scholarship goes to outstanding students from conflicted regions of the world. Over the last 10 years nearly two dozen Arrupe students from Afghanistan, Burma, Palestine, Israel, Iraq, Cameroon, and other countries have studied at Georgetown.

International scholars also play an important role on our campuses and provide important benefits to the U.S. One of many examples is Dr. Aziza Shad, who is originally from Pakistan. Dr. Shad is Chief of Pediatric Hematology Oncology at the Lombardi Cancer Center and is a leader in the emerging field of late effects of pediatric cancers.

Also of long-term benefit to the United States is what these international students and scholars contribute when they return home. Georgetown alumni include Keng Yong Ong of Singapore, the current Secretary General of the Association of Southeast Asian Nations, and others who have served in similar leadership positions.

Since 1993, the leadership and advocacy for women in the Africa fellowship program at Georgetown's law school has enabled women from several African nations to earn master's degrees and return home to become parliamentarians, judges and professors.

Georgetown's Center for Intercultural Education Development, CIED, administers programs, including several supported by USAID, which foster international understanding while contributing to economic and social development. CIED manages the cooperative association of states for scholarships, which over the last two decades has brought 5,000 students from Central America, the

Caribbean and Mexico for training at 2- and 4-year U.S. colleges. Those individuals have returned home and are making substantial contributions to their communities and continue to identify strongly with American values.

As we host international students, scholars and researchers on U.S. campuses, our Nation benefits from all they add to the intellectual rigor of campus life as well as from the appreciation for American values that they take home when they complete their educations. The importance of this was well stated by Assistant Secretary of State Maura Harty when she wrote about internationals coming to U.S. campuses, and I quote:

“The loss of even one qualified student to another nation is one too many. When a student grows up and becomes a leader at home, we want that leader to have had the quintessential experience of life on an American college or university campus. A young person’s positive experience in America strengthens and enriches our Nation.”

That perspective should not be forgotten. It would be hard to overstate how important international researchers are to cutting-edge research in the United States.

Georgetown and other institutions work hand in hand with the Departments of Homeland Security and State to enable this vital exchange to work as smoothly as possible, keeping in mind valid national security concerns. However, delays still persist in non-immigrant visa issuance. This is attributable not to State, but to the cumbersome search of disconnected databases by various intelligence agencies. These delays affect not only people applying for the first time, but also those who have been in the United States, involved in ongoing research that is vital to our Nation.

In closing, I would ask that you impress upon the intelligence agencies the importance of improving their processes to better enable students and scholars to come to this country in support of our values and national interests. Likewise, I encourage you, as you shape the higher education reauthorization, appropriations legislation and other initiatives, to create expanded opportunities for international students, researchers and faculty to come to our campuses and for American students to enrich their educational experiences through study abroad.

Thank you very much.

[The prepared statement of Ms. Bellows follows:]

PREPARED STATEMENT OF MS. KATHERINE S. BELLOW, EXECUTIVE DIRECTOR,
OFFICE OF INTERNATIONAL PROGRAMS, GEORGETOWN UNIVERSITY

Chairmen Delahunt and Hinojosa, Ranking Members Rohrabacher and Keller, and Members of the Subcommittees, thank you for this opportunity to testify about the importance of international students and scholars on U. S. campuses and more broadly about the critical role that international education plays on individual campuses and to the nation at large. Georgetown University President, Jack DeGioia, who wishes he could have been here himself today, is committed to building on the University’s extensive international character in this era of globalization. In remarks earlier this year, to a meeting of the Council on Foreign Relations, he summed up his thoughts on the role of academia in fostering international understanding as follows:

“ . . . a university provides a unique home for multiple traditions, cultures, and disciplines—what I call “communities of interpretation.” What distinguishes different communities of interpretation is the “horizon of significance,” the back-

ground of social practices, morals, customs, and institutions that provide meaning for individual members of that community. No where is the engagement between conflicting and competing communities of interpretation . . . between different horizons of significance . . . so constant and so part of daily life as in the Academy. This engagement is imbedded in our mission. And providing the context where horizons of significance can be fused—where bridges can be built between communities of interpretation—is one of our continuing challenges, and one of our greatest opportunities to promote understanding.”

Indeed, the international nature of Georgetown began with its first class in 1789. The student body, of 275 students, included 47 international students mostly from Europe and Central America who went on to become doctors, lawyers, farmers, merchants, clergymen and politicians. That beginning destined the University to continue to engage internationally in:

- welcoming significant numbers of international students to our campuses each year,
- sending more than half of Georgetown’s undergraduate students to study abroad,
- developing a School of Foreign Service the graduate programs of which were recently ranked first in the nation by peer institutions,
- being home to three Department of Education Title VI-funded National Resource Centers (on the Middle East, on Eurasian, Russian and East European Studies, and on Latin America) as well as sharing a partnership with George Washington University and the Center for Applied Linguistics in operating the Title VI-supported National Capital Language Resource Center,
- managing government-sponsored international exchange programs, and
- implementing innovative community-based learning programs at several sites internationally.

Furthermore, in addition to operating programs at Georgetown University-owned sites in Italy and Turkey, we are one of five U. S. universities supported by the Government of Qatar to open a campus in Doha as part of their “Education City.” That campus will have approximately 110 students from 23 countries when classes commence this fall where they will experience Georgetown values and our approach to learning. It is our plan that a good number of those Georgetown students at the Doha campus will be able to have at least one semester of their Georgetown education at our Washington campus.

During the 2005–2006 academic year, Georgetown was home to 1676 international students from 124 countries. The preponderance of those—936—were graduate students pursuing studies in diverse fields including medicine, business, the sciences, humanities and social sciences, including social justice and international relations. As is true nationally, the greatest numbers of international students come to our campuses from Asia led by South Korea, the People’s Republic of China, and Japan. We also have students from Afghanistan, Iran, Iraq, Israel, Myanmar, the Sudan, Vietnam and Venezuela.

The presence of these students on our campuses absolutely enriches the educational experience for all of our students by bringing special perspectives and unique experiences to our classrooms. In the audience here today is Hamza Karcic, who is from Bosnia and is pursuing his Masters Degree at Georgetown’s Center for Eurasian, Russian and East European Studies. Having grown up in Bosnia until the outbreak of the conflict, Hamza’s life experience has informed his academic work as well as the perspectives he has been able to share with his fellow students, predominantly Americans, regarding the functioning of the international criminal tribunal for the former Yugoslavia. Similarly, a Colombian student—pursuing her Masters Degree in Latin American studies—who worked extensively with NGO’s focused on conflict resolution in her home country and who is this summer involved in University-supported research on that topic in Colombia—has brought her own exposure to the violence and conflict in her home country to the classroom here at Georgetown.

As you know, one aspect of the Higher Education Act’s Title VI National Resource Centers program is outreach activities to share the knowledge generated by the Centers to the broader public, including K–12 teachers. Certainly, our National Resource Centers have effectively enhanced their outreach programming by engaging international students in that activity. Let me share with you one example. A graduate student in the Title VI-funded Center for Latin American Studies, Patricio Zamorano, is a journalist by training from Chile but also an avid musician. When the Center was approached by a Spanish language teacher at West Springfield High

School in Fairfax, Virginia, seeking someone to speak with their Level 4 Spanish class about songwriting and musical expression in Latin America during the 1970's and '80s, Patricio was a natural. He not only gave a presentation followed by an extensive question and answer session on the topic in Spanish, but he engaged the students by playing several songs, some of them instrumental solos, some of them with lyrics, on a variety of instruments including the charango, cuatro, guitar, and the zampoña.

We are particularly proud of the effort Georgetown undertakes to ensure that our student body, both domestically and internationally, includes students from diverse socio-economic backgrounds. While there is not a ready pool of significant student aid funding for international students, we are fortunate that, thanks to generous anonymous donors, Georgetown is able to help a small number of international students with financial need to attend the University through the Pedro Arrupe, S.J. Scholarship for Peace. This prestigious scholarship, named for Fr. Pedro Arrupe, S.J., former Superior General of the Jesuits, is offered to students from other countries who plan to return to their home country after earning a Georgetown degree. In selecting the Arrupe Scholars, the Committee identifies individuals who have already shown a commitment to social justice and are expected to continue their work while at Georgetown and throughout their lives. This program focuses in particular on academically outstanding students with little or no resources from conflicted regions of the world, and over the last 10 years, has permitted nearly two dozen students from 15 countries including Afghanistan, Myanmar (Burma) and Iraq to study at Georgetown.

A recent report by one of our Arrupe students, who recently completed her graduate studies, shared several examples of what she is contributing already as a result of her studies. To quote from her report: "I proposed a microfinance idea that the World Bank and developing country governments offer microfinance loans—together with incentives for adults—so that youth and adults can establish joint-ventures, and work as co-owners. The proposal was well-received by the World Bank staff who expressed their strong interest in promoting my idea among country governments." Furthermore, she reported that her academic work in the area of development management skills, gender analysis, project implementation, and performance monitoring and evaluation enabled her to have a consulting internship with the Office of Foreign Disaster Assistance at the US Agency for International Development (OFDA/USAID) where she helped develop a set of performance indicators so that the Office can better monitor program results across the world more efficiently. She intends to return to her native Burma when feasible to help the country achieve economic and social development, but for the time being, she is devoting her life to social development of people in developing countries, by working with the International Youth Foundation to improve prospects of children and youth around the world.

International scholars also play an important role on our campus and provide important benefits to the United States. Let me share several examples that will, I feel sure, drive home that point:

- Dr. Frank Wong was born in Vietnam and grew up in Canada. He first came to the United States on a student visa and has since become a naturalized U. S. citizen. Today, Dr. Wong is a valued member of the faculty of the Georgetown School of Nursing and Health Studies and is recognized for his important work focusing on HIV prevention strategies and substance abuse in the US, Asia, Caribbean, and South Africa. He has also briefed Members of Congress on these topics.
- Our School of Foreign Service is fortunate to include among its faculty not only leaders in the U. S. foreign policy arena, but also former Presidents of Spain and Poland who serve as Distinguished Professors in the Practice of Diplomacy.
- Dr. Aziza Shad is Chief of the Division of Pediatric Hematology Oncology, Blood and Marrow Transplantation at the Lombardi Cancer Center. Dr Shad, a native of Pakistan, graduated with honors from Dow Medical College, in Karachi and obtained a Post-Graduate Diploma in Child Health (DCH) from The University of Karachi. After further training in Pediatrics and Oncology in London, she underwent another Pediatric Residency at the Children's Hospital, Pennsylvania State University followed by a Fellowship in Pediatric Hematology Oncology at the National Cancer Institute, NIH, Bethesda, MD (1989–92). Today, Dr. Shad is Board Certified in Pediatrics and Pediatric Hematology Oncology and directs the Georgetown University Medical Center's Leukemia Lymphoma Program and chairs the Pediatric Tumor Board at Lombardi Cancer Center. She holds the Amey Distinguished Professor of

Neuro Oncology and Childhood Cancer and is one of the leaders in the emerging field of late effects of pediatric cancers.

- For almost thirty years, the Department of Government at Georgetown University has maintained a cordial and valued relationship with the leading political scientists and international relations scholars in Israel. Grants from the Jewish Community Council of Greater Washington, matched by Georgetown University, have made possible a visiting Israeli lectureship—the Aaron and Cecile Goldman Visiting Israeli Professorship—the Visiting Israeli Professorship that has, since 1979, brought nineteen distinguished Israeli scholars to Georgetown University which serves as an intellectual bridge between Israel and the United States. Currently, the Goldman Professorship is held by Dr. Avi Beker, a faculty member at Tel Aviv University who is teaching a full course load of undergraduate courses with an emphasis on Israel, the Middle East and Israeli-Arab relations.
- The Georgetown University Law Center also has active faculty exchange programs with the University of Heidelberg, Hebrew University and Seoul National University and hosts a number of visiting international faculty each year who are teaching law courses in fields such as the European Union, trade, and international human rights.
- Ziv Yaniv, who holds a PhD from Hebrew University in Israel is currently working at the Georgetown University Medical Center's Imaging Science and Information Systems Center on computer-assisted surgical navigation systems, often seen as the GPS-system for the medical field, and will be involved in an upcoming clinical trial on the system's ability to improve the accuracy of diagnostic biopsies in lung cancers. He is here on a J-1 exchange scholar visa.

Also of long term benefit to the United States is what these international students contribute when they return to their home countries. Georgetown, like other U. S. post-secondary institutions have educated individuals who have returned home to subsequently serve in high public office. But there are less well known individuals who have nonetheless been of great importance to shaping the future of their own nations and internationally. Keng Yong Ong of Singapore holds a Masters Degree in Arab Studies from Georgetown and is the current Secretary General of the Association of Southeast Asian Nations (ASEAN). Among our undergraduate alumni is a young man from South Africa with a degree from Georgetown College in the early 1990's who returned home to serve a senior advisor to President Nelson Mandela. Another who studied English on our campus is today a judge in his native Ivory Coast with a focus on human rights and women's rights cases. Similarly, since 1993, the Leadership and Advocacy for Women in Africa (LAWA) Fellowship Program at Georgetown University Law Center has enabled nearly 50 women from Botswana, Ghana, Sierra Leone, South Africa, Swaziland, Tanzania, Uganda and Zimbabwe to earn Master of Law degrees and return home to become parliamentarians, judges, professors, directors of organizations and service providers in their home countries. Six new LAWA fellows—from Cameroon, Kenya, Malawi and Nigeria—will be arriving on our Law Center campus on July 8.

Beyond the international students who come to Georgetown to pursue full courses of study and degree programs, the University is also home to the Center for Language Education and Development (CLED) which administers intensive English language programs for international students. At all times there are from 120 to 130 foreign students strengthening their English language skills through CLED, often before going on to other U. S. colleges and universities to pursue degrees. In addition, CLED administers an array of specialized programs including two teacher training programs now underway, one supported by Ministry of Education in Taiwan and one comprised of English teachers from Japan. The focus of those programs is on helping those teachers enhance the strength of the English communicative skills of their students. Another CLED program is working with graduate students in chemistry from Tokyo Metropolitan University. While those students are at Georgetown, they are engaged in sharing their research with faculty and students in the University's Chemistry Department. Across the board, CLED promotes involvement of its students in language exchange programming which enables U. S. students to improve their foreign language skills and understanding of other cultures while the foreign students in turn improve their conversational English and their understanding of this great country of ours.

Georgetown is also home to the Center for Intercultural Education and Development (CIED) which administers a number of programs—including several supported by the U. S. Agency for International Development and the Department of State—that are designed specifically to foster international understanding while contrib-

uting significantly to economic and social development and efforts to strengthen the institutions of democratic governments abroad and to reduce corruption. CIED continues to effectively manage the highly-regarded Cooperative Association of States for Scholarships (CASS) program which over the last two decades has brought to the United States over 5,000 individuals, including large numbers of indigenous people, women, minorities and individuals with disabilities, to pursue academic work at two and four year post-secondary institutions around the Nation. Those individuals have returned to their home countries in Central America, the Caribbean, and Mexico where they are making substantial contributions to their communities and who identify strongly with America and our values. Just recently, CIED was selected by the Department of State to implement a similar program on a smaller scale to bring students from North Africa, the Middle East, and South Asia, and, starting next week, will be hosting, for the second consecutive year, a group of about two dozen university undergraduates from the countries throughout the Middle East and North Africa under the State Department's Middle East Partnership Initiative.

Suffice it to say that, as we host international students, scholars and researchers on U. S. campuses, our Nation benefits both from the many ways that they add to the intellectual rigor of campus life and in terms of the appreciation for American values that they take home when they complete their educations. Likewise, our campus and the Nation benefit from the international higher education programs authorized under Title VI of the Higher Education Act which I referenced earlier.

With that in mind, I want to take a few moments to share with you my general perspectives on areas where the Congress can be of help in maintaining the maximum constructive presence of international students, scholars and researchers on U. S. campuses. In that regard, it is important to keep in mind the integral role that colleges and universities in the United States play in research activities funded by our government. As the examples I provided earlier from our campus make clear, universities are responsible for important basic research that provides American industry with the knowledge and tools to go forward with American technological innovation. It would be hard to overstate how important these international researchers are to the conduct of cutting-edge research in the United States. Georgetown and other colleges and universities work hand-in-hand with the Departments of Homeland Security and State to enable this vital exchange to work as smoothly as possible, keeping in mind valid national security concerns.

At Georgetown, we have had the privilege of working closely on a number of occasions with Assistant Secretary of State for Consular Affairs Maura Harty, and we are grateful for her own deep appreciation of the importance of international students to our country. I would like to share with you a quote from an editorial piece written by Assistant Secretary Harty in the October 8, 2004, issue of *The Chronicle of Higher Education*, entitled "We Don't Want to Lose Even One International Student":

"The loss of even one qualified student to another nation is one too many. When a student goes elsewhere, we haven't lost only the student. We have lost his or her parents, who have clearly decided to spend their money elsewhere. We have very likely lost younger siblings, who will follow in the footsteps of an older brother or sister. Most important to me, though, we have lost the chance for a student to see the wonders of America through his or her own eyes, rather than through the prism of a foreign news-media outlet that may be biased. When a student grows up and becomes a social, civic, political, or perhaps religious leader at home, we want that leader to have had the quintessential experience of life on an American college or university campus. A young person's positive experience in America strengthens and enriches our nation. And we are informed every day in what we do by our desire to welcome those students to our shores."

That perspective is important to remember as we continue to work on persistent challenges that exist as we strive to reach the right balance.

There continue to be delays in non-immigrant visa issuance. These delays are not a function of the Department of State; rather they involve a cumbersome and often duplicative search of a number of disconnected databases that are managed by the various agencies in the intelligence community. It is important to note that these delays affect not only people applying for the first time but also people who have been in the United States and are in the midst of doing research for us. When they exit the United States for a conference or a visit home, they must get a new visa. The threat of getting caught in one of these clearance delays acts as a serious disincentive to travel either for professional or personal reasons and undermines the process to help them maintain ties to their home country.

One individual whose effort to secure the necessary approvals to teach in the United States has been seriously delayed is Dr. Waskar T. Ari Chachaki who earned his Ph.D. in history from Georgetown in the fall of 2004. Dr. Ari is a member of Bolivia's Aymara people, and he is an authority on the religious beliefs and political activism among indigenous Bolivians. Prior to returning to Bolivia in 2005 for what he intended to be a brief visit, he served as a consultant to the World Bank and the Inter-American Development Bank. He had also been a visiting assistant professor at Western Michigan University and done postdoctoral work at the University of Texas. Dr. Ari has been seeking a visa to permit him to assume responsibilities as Assistant Professor of History and Ethnic Studies at the University of Nebraska. He was hired by the University of Nebraska with the intention that he would assume his responsibilities in August, 2005. Just last month, the Department of Homeland Security finally approved an employment-visa petition submitted almost two years ago by the University of Nebraska at Lincoln for Dr. Ari. The approval simply means that Mr. Ari, an expert on the indigenous Indians of the Andes, and an Aymara Indian, can now request a visa to take up the position offered him over two years ago at Nebraska. As far as I know, our government never gave a reason for not responding earlier.

Likewise, delays in green card approvals can pose real concerns. We all expect the intelligence community to take a very close look at people who wish to become permanent residents of the United States. However, most universities have a number of faculty members and researchers who have been waiting for years for these clearances. At some point, one wonders about the validity of a clearance that is four years in the making.

Earlier in my testimony, I shared with you examples of the work of several of the Title VI programs at Georgetown University. Those programs engage our international students and faculty with U. S. students and faculty in ways that add immeasurably to the base of knowledge about critical regions on our campus and beyond. I was pleased to see, after five years of stagnant funding for international higher education programs, that the version of the Labor-HHS-Education Appropriations bill which was approved earlier this month by the House Appropriations Subcommittee includes a nearly \$10 million increase in funding for the various Title VI programs. Those resources serve as important base funding which enables institutions to attract additional support to deepen learning and research into critical regions. The importance of that work was highlighted in a recent National Resource Council's report, *International Education and Foreign Languages: Keys to Securing America's Future*. I encourage Members of the Committees to give that report's recommendations thoughtful attention.

Before closing, I want to take just a moment to share with you a few thoughts about study abroad programs. While I know that is not the focus of today's hearing, I do think it is an essential counterpart to the presence of international students, scholars and researchers on American campuses. Earlier this year, the full House approved legislation crafted in the Foreign Affairs Committee, the H. R. 1469, Senator Paul Simon Study Abroad Foundation Act. I do hope that the Senate will follow the House's lead and approve that legislation this session. I can share with you many examples of how an effective study-abroad experience have changed the lives of U. S. students and enhanced international understanding. For the moment, I do want to encourage the Congress to be supportive of study-abroad opportunities and to lend support to innovations that will strengthen those experiences.

We are particularly proud, at Georgetown, of our Community-Based Learning Abroad Initiative. In fall 2003, we launched a program that provides interested students with opportunities to engage in community-based learning while enrolled in a GU-approved program abroad. Students who choose to pursue this option enroll in a newly-designed three-credit course, Sociology 207, "Social Justice Practicum," offered through the Department of Sociology and Anthropology—a course that requires participation in a community-based project which is nested in academic framework and requirements. The program draws on two of Georgetown's traditional strengths: community service and justice work, on the one hand, and study abroad on the other. It was developed through a close partnership between the Office of International Programs; the Center for Social Justice Research, Teaching and Service; and the Department of Sociology and Anthropology. The prime example is the program in with la Universidad Alberto Hurtado, a Jesuit institution in Santiago, Chile. Others are being pursued in Ecuador, Senegal, South Africa and Turkey.

In closing, I would ask that you continue to impress upon the intelligence agencies handling clearance for members of the international academic community the importance of making significant improvements to the clearance process to facilitate internationals with expertise coming to this country in support of our values and

beliefs. I thank your Committees for the interest you have shown in these topics by convening today's hearing, and I encourage you to continue that focus as you shape the pending Higher Education Act Reauthorization as well as appropriations legislation and other initiatives that create new and expanded opportunities for international students, researchers and faculty to come to our campuses and for American students to enrich their educational experiences through study abroad.

Mr. DELAHUNT. Thank you very much, Ms. Bellows.

Let me note that your observation regarding the disconnect and the database problem between intelligence agencies is well stated. I had never realized that before. Let me assure you, I serve on the Committee on the Judiciary; in fact, Congressman Scott chairs the Crime Subcommittee that has direct jurisdiction over the FBI, and I will request Director Mueller to come and have a conversation regarding this problem.

I mean, clearly it is an agency that has much on its menu, but issues like these oftentimes can be overlooked, and they have implications in terms of our national security. So thank you for that.

Let me go next to Ms. Vaughan.

**STATEMENT OF MS. JESSICA VAUGHAN, SENIOR POLICY
ANALYST, CENTER FOR IMMIGRATION STUDIES**

Ms. VAUGHAN. Thank you very much for the opportunity to be here. And again, I will present a summary of the written statement that I submitted earlier to the committees.

This is an issue of great importance to me, having been a foreign exchange student myself and helped create programs and worked as a consular officer, worked in higher education and also studied the illegal immigration problem for many years.

I want to say, first of all, I think it is important that with a population as large as the foreign student and exchange visitor population that we have, which is now close to 1 million people visiting the country, that includes students, exchange visitors, their dependents, it is impossible to generalize about any of them, about their qualifications, about their motivations, about any problems they may create, about the contributions that they make. And that is what makes discussion of this so hard, I think.

I don't think it is accurate to lump foreign students together with visiting scholars because they come here for different purposes and on a different kind of visa. And I will separate my remarks appropriately for that reason.

I think two of the key questions that are central to this issue are, are we actually getting the public diplomacy value and the personal bonds that we all agree are so important to create these programs, are we actually getting that out of the foreign student programs that we have and the exchange visitor programs that we have?

And, secondly, how do we minimize the very real security and law enforcement risks that these programs do present? How do we let in the right people and keep out the wrong people?

The trend that everyone sees and what we have been talking about this morning is that visa issuances and enrollment have both rebounded with respect to foreign students to their pre-9/11 levels. Although you might be interested to hear that one particular region of the world, Africa, issuances have not rebounded; they are still about 40 percent below what they were before 2001. And, simi-

larly, visa issuances to foreign students in Latin America are at half the level they were.

So the rebound has occurred in specific geographic areas, and that tells me that it does have less to do with the visa process and more to do with the efforts that the higher education industry has undertaken to address the foreign competition issue and the cost issues and so on.

Mr. DELAHUNT. Let me just interrupt you for a moment because that is—again, it is important. I note Secretary Farrell's comment that we have to shore up the base. But the countries he alluded to are, for the most part, First World and developed countries. And what you are telling us is Africa, Latin America, exactly where I believe that our focus should be, that at least from a public diplomacy effort, taking that view, there is a problem.

Ms. VAUGHAN. There is a problem, and we need to have some kind of strategy to address that.

There are a couple of reasons we talked about for the rebound. I think the State Department has played a role in the rebound, not just in the way it has refined its processes, but also I think part of the reason has been that they have asked consular officers worldwide to start deemphasizing things that were formerly very important in the visa issuance process, like the issue of immigrant intent and financing.

That seems to have a little bit of an impact, not a huge impact, and I think we need to go pretty slowly in that area to make sure that there are not adverse consequences for relaxing standards in that way, because there are other trends, as I have said, that we need to be conscious of, and that is the possibility that the student visa programs could be misused by either terrorists or industrial spies or simply by people who are using the student visa as cover to move here to work; and we don't have good information on the extent of that problem.

We don't know how many students overstay their visas or don't show up for classes. We don't know which kind of visas, we don't know which countries they come from. We do know from SEVIS, the tracking program that was developed after 9/11, that there are at least 500 hits a week of people on either student or exchange visas who have either—who have gone out of status in some way; apparently, either by not showing up or by overstaying their visa. That is a pretty significant number of people.

But the Department of Homeland Security, frankly, continues to fail in its obligation to address this issue. Despite having been given resources from Congress to set up the system, they don't have an overall strategy for dealing with it. There have been a lot of efforts at sort of the middle-management level both at State and at Homeland Security to try to figure out what is going on with student and exchange visitor visas. They are trying to use the available data. But there has been no overarching approach to it. And I think that before we can talk about policy reforms, we need to get a handle on the problem.

Turning now to exchange visitors, again, not every exchange visitor is a visiting scholar. Not every visiting scholar is here on a J Visa. So it is hard to generalize. And I think while we all support programs like the Fulbright program and other well-known aca-

demographic programs, it is important to remember that those exchange visitors represent less than 20 percent of the people who are coming to this country on J Visas. That is a pretty insignificant number in the whole exchange visitor picture.

I think the issue there is less with overstays, even though that does occur with exchange visitors. But what I am concerned about is increasing use of the exchange visitor program as a work program; and we are seeing it used much less now for the purpose of fostering a positive image of the United States and cultivating relationships with future opinion leaders, but more being used for, frankly, ordinary work that happens to be in academia. And sometimes it is not in academia at all.

So we have to ask ourselves, are there really no U.S. workers that could be performing this kind of work, and if not, is the so-called exchange visitor program the best way to address those issues? There is a qualitative difference between an international visitor who is coming, let's just say, from Mexico's Institute for Natural Resources to study American environmental laws versus a recent Russian biology graduate who is coming here, frankly, to do lab grunt work or to perform, you know, what is really entry-level work as a teaching assistant. And policymakers need to keep that in mind when they are considering reforms.

There is no serious debate that America welcomes foreign students and visiting scholars who are attached to legitimate academic programs and comply with the terms of their visa. But the higher education industry likes to talk about these folks as if they were all some kind of free lunch for America, and that is simply not the case. We can't blame them for that. They are doing what every American business does, and that is to try to protect their market's share, to increase their revenues, and frankly, to lower their labor costs whenever they can.

But it is the role of U.S. policymakers to not let those private interests drive public policy. And frankly, you know, because our image is suffering so much abroad, we need to make sure that we are focusing our public—what are supposed to be our public diplomacy programs on those objectives and not letting them be driven by private interests.

Thank you.

[The prepared statement of Ms. Vaughan follows:]

PREPARED STATEMENT OF MS. JESSICA VAUGHAN, SENIOR POLICY ANALYST, CENTER FOR IMMIGRATION STUDIES

Thank you, Mr. Delahunt, Mr. Hinojosa, Mr. Rohrabacher and Mr. Keller for the opportunity to appear before the subcommittee to discuss trends in the admission of foreign students and scholars and the implications for the United States.

The latest statistics suggest that foreign student enrollment and exchange program participation remains very strong after a slight drop-off in recent years. However, the government agencies administering student and exchange visas still lack robust information and compliance systems that would help ensure program integrity, minimize the contribution to illegal immigration, and prevent the entry of terrorists, all of which are still severe problems. The exchange visitor programs represent an important form of public diplomacy that could play a key role in improving America's image worldwide and fostering greater international understanding of American values and institutions. They must be reoriented toward academic exchanges and public diplomacy goals rather than continue as de facto work programs that now serve mainly the narrow interests of program sponsors, decrease opportunities for American workers, and often spoil rather than enhance the view young

foreign visitors have of America. The most appropriate way to increase the enrollment of foreign students, if that is determined to be a worthy national goal, is for U.S. educational institutions to improve their outreach and recruiting efforts and do their best to make sure that all foreign visitors have a positive experience. Policy-makers should reject proposals that might increase visa issuances and/or foreign student enrollment but present security risks and might dampen opportunities for American students and workers.

Trends in Foreign Student Visa Issuances and Enrollment: Crisis or New Reality?

A decline in the number of student visas issued by the U.S. State Department since 2001 set off alarm bells in the higher education industry. Colleges, universities and their associations have since undertaken an intense lobbying and public relations campaign to draw attention to the declines and urge the government to take action. The industry quickly dropped its opposition to SEVIS (Student and Exchange Visitor Information System), the student and exchange visitor tracking system that had been proposed in the wake of the first World Trade Center attack in 1993 and enacted in 1996.¹

However, the schools and universities have strenuously objected to post 9/11 regulations that required those foreign visitors who are required to obtain a visa for travel to the United States (about half) to undergo a personal interview as part of the application process.² Interviews of prospective foreign visitors had become the exception rather than the rule in the years preceding the September 11 attacks, as part of the State Department's now-discredited "re-invention" to emphasize customer service in the visa process.³ It is widely accepted that lax visa policies greatly facilitated the entry of the 9/11 hijackers.⁴ One of them, Hani Hanjour, was issued a student visa, but never showed up for class. His initial visa applications were properly refused, but he was able to dupe (or wear down) the consular officer by returning with paperwork to attend an English language program.

The restoration of the interview requirement was not initially accompanied by increases in consular staff or new workload management techniques. Security-conscious embassies around the world soon became bogged down, and a process that had in many consulates been same-day service soon required advance planning by applicants, as well as higher fees. News media reported horror stories of students forced to arrive late for classes or stranded back home (though arguably this had as much to do with visa reciprocity issues than new security policies) and of respected scholars denied entry to the United States for lectures and conferences due to visa difficulties.

These stories were not made up—the State Department did change its policies to respond to a national disaster and new security threats, and the visa process did become more time-consuming and expensive. But it is hard to make the case that visa policies alone, or even in large share, are responsible for causing the drop in either student visa issuances or foreign student enrollment in U.S. educational institutions. Therefore, policymakers should tread carefully in considering changes to post-9/11 visa policies in response to entreaties from the higher education industry.

The data on foreign student visa issuances and enrollment tell a more nuanced story. At last count, the United States was hosting nearly one million active foreign students, exchange visitors and dependents.⁵ That is a huge number of visitors by any measure. Figure One shows foreign student and exchange visitor visa issuances since 1995. It is true that student visa issuances did drop noticeably (25%) from 2001 to 2004, before beginning to rebound the next year. However, the decrease in visa issuances registers as only a slight decline (2%) in foreign student enrollment in U.S. colleges and universities, as illustrated in Figure Two.

¹Illegal Immigration Reform and Responsibility Act (IIRIRA) of 1996, Public Law 104-208. IIRIRA was later amended by another immigration-related law, the Enhanced Border Security and Visa Entry Reform Act (EBSVERA) of 2002, Public Law 107-173.

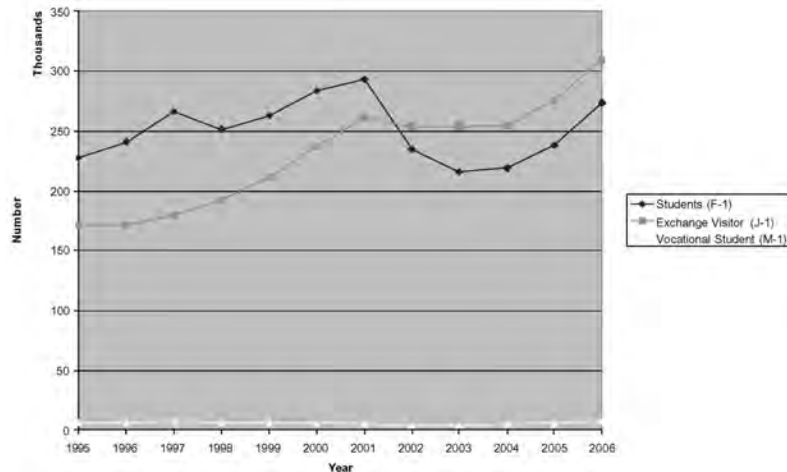
²See *Promoting Secure Borders and Open Doors: A National-Interest-Based Security Policy for Students and Scholars*, NAFSA: Association of International Educators, at http://www.nafsa.org/File/_visarecsoct1306.pdf.

³See *Shortcuts to Immigration: The 'Temporary' Visa System is Broken*, by Jessica M. Vaughan, Center for Immigration Studies, January, 2003, at <http://www.cis.org/articles/2003/back103.html>.

⁴See *9/11 and Terrorist Travel: A Staff Report of the National Commission on Terrorist Attacks Upon the United States*, Hillsboro Press, 2004.

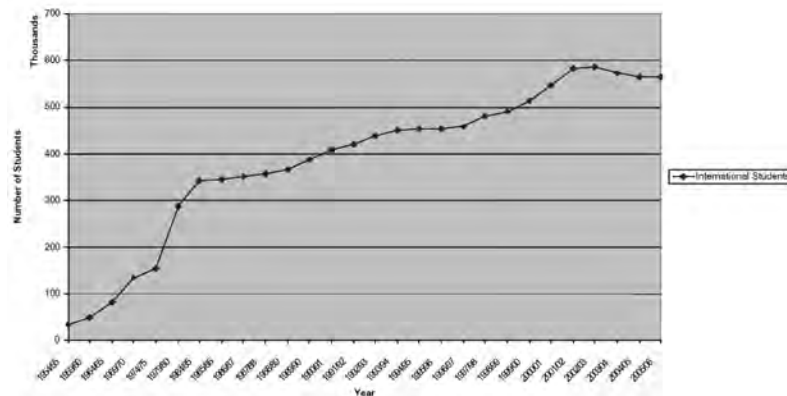
⁵"SEVIS By the Numbers," quarterly report of the Student and Exchange Visitor Program office of DHS, found at http://www.ice.gov/doclib/sevis/pdf/quarterly_report_mar07.pdf.

FIGURE 1
STUDENT AND EXCHANGE VISITOR VISA ISSURANCES (1995–2006)



Source: U.S. Department of State, Visa Statistics web page, at <http://www.travel.state.gov/visa/frvi/statistics/statistics-1476.html>.

FIGURE 2
FOREIGN STUDENT ENROLLMENT (1954–2006)



Source: Institute for International Education, Open Doors 2006, at <http://www.opendoors.iienetwork.org/>.

There are several possible explanations for the fact that a significant drop in issuances may not translate into a similar drop in enrollment. First, not all F-1 visa issuances are for college and university students. They also may be issued for elementary and secondary education or for short-term language programs, such as the one used to terrorist Hanjour. To my knowledge, there is no data available that would show if issuances dropped for any particular type of student, or across the board.

Second, in the process of reviewing all of the institutions permitted to host foreign students that was part of the SEVIS implementation over this same time period, immigration officials may have weeded out a number of sketchy institutions who sponsored marginal if not fraudulent foreign student applications that may have escaped the attention of consular officers. It is also likely that some consulates unilaterally increased scrutiny of student visa applications, and all non-immigrant visa

applications in the wake of 9/11, resulting in better adjudications and perhaps more refusals.

In addition, as noted by numerous studies and reports, there are other factors besides U.S. visa policies that affect the level of foreign student enrollment, and these may have played a greater role in the fluctuations of the numbers. Some countries that have historically sent large numbers of foreign students to America, such as China and Korea, have greatly increased the quality and quantity of programs available at home. Other countries, such as Australia, Canada, and the United Kingdom have challenged the U.S. market share and aggressively courted students from abroad.⁶

Also, conditions in sending countries seem to play a role. An examination of region by region student visa issuances reveals that issuances in regions such as Asia and Europe have rebounded to pre-2001 levels, but other regions remain at levels well below. U.S. consuls in Latin America, for example, are issuing student visas at half the pace of pre-9/11. This may have more to do with political and economic conditions and foreign relations than visa policies or interview wait times.

A blue ribbon panel of academics convened by the National Academies of Science assembled a blue ribbon panel conducted an extensive study of international graduate students and scholars in science and engineering (S&E) that looked at visa issuance and enrollment trends, among other issues.⁷ They found that post-9/11 visa policies did make the visa application process harder for students and scholars and cause anxiety, but that subsequent improvements made by the State Department and the institutions themselves had had a very positive effect on both perceptions and enrollment outcomes. From the report: "Large drops in international applications in the 3 years after 9–11 caused considerable concern in the university community, but their effects on numbers of first-time enrollments of international S&E graduate students were modest."⁸ Also: "Exogenous factors, many of which predate 9–11, affect the flows of international graduate students and postdoctoral scholars. Other countries are expanding their technologic and educational capacities and creating more opportunities for participation by international students. The natural expansion of education in the rest of the world increases the potential supply of talent for the United States and at the same time increases competition for the best graduate students and postdoctoral scholars. Economic conditions—including the availability of university-sponsored financial support and employment opportunities—can affect student mobility, as can geopolitical events, such as war and political instability."⁹

The report points to a whole host of other factors that affect enrollment: the booming U.S. economy in the late 1990s, the lure of jobs in the U.S. dot.com industry (apparently viewed overseas as easier to get following graduation from a US school) and the doubling of the NIH budget (which increased opportunities for biomedical scientists), followed by an economic recession. Later—"there is no evidence that the quality of graduate students or the staffing level of laboratories has slipped [during the decline in enrollment]."¹⁰

The Bureau of Consular Affairs and consular sections overseas have made great strides to refine visa processing in order to accommodate student visa applicants.¹¹ At the same time, while refusal rates for student visas have declined, they remain high enough to remind us that student visas may still be in great demand as a back door immigration route, and many of the applicants world wide simply do not qualify to study here (See Table 1, below).

⁶See "The Race to Attract International Students," by Abdul Kargbo and Margie Yeager, at http://www.educationsector.org/analysis/analysis_list.htm?attrib_id=12264.

⁷Committee on Policy Implications of International Graduate Students and Postdoctoral Scholars in the United States, Committee on Science, Engineering and Public Policy, Board on Higher Education and Workforce Policy and Global Affairs, *Policy Implications of International Graduate Students and Postdoctoral Scholars in the United States*, The National Academies, 2005.

⁸Ibid, p.9.

⁹Ibid, p.9.

¹⁰Ibid, p. 138.

¹¹See testimony of Tony Edson, Deputy Assistant Secretary of State for Visa Services, before the Senate Committee on Commerce, Trade and Tourism, Subcommittee on Interstate Commerce, Trade and Tourism, March 20, 2007, at http://travel.state.gov/legal/testimony/testimony_3204.html.

Table 1—Student and Exchange Visitor
Refusal Rates, 2003–05

	2003	2004	2005
F-1	22.0	20.5	17.6
J-1	7.1	7.0	5.4
M-1	9.6	10.0	8.9

Source: U.S. Department of State, Visa Statistics web page: <http://www.travel.state.gov/visa/frvi/statistics/statistics—1476.html>.

The decline in refusal rates, and the numerical difference in the number of visa issuances that the drop in refusal rates represents (about 14,000 over two years), is not large enough to have caused the uptick in overall issuances or enrollment. Rather, it appears that efforts undertaken on the part of schools have played a more significant role in the recent rebound of foreign student enrollment.

According to the *Open Doors* report, many institutions of higher education are taking steps to sustain foreign student enrollment levels that do not rely of the U.S. government to alter its policies, and are reaping rewards as a result. These include establishing new international programs or collaborations, devoting resources to overseas recruitment, hiring recruiting staff, and providing funding for marketing of programs.¹² Alternatively, some schools are establishing programs at schools overseas, or setting up distance learning programs, to deliver their curriculum in a more cost-effective way that also avoids the need for a U.S. visa.

Trends in Exchange Visitor Visas

Exchange visitor visas are a different animal entirely. As shown in Figure 1, overall issuances in the J-1 category have been on an upward trajectory for many years, with only a slight decline after 2001. However, it is important to remember that foreign students and scholars make up a relatively small share of visitors under the J category. Increasingly, the program has been used for other types of exchanges, many of which are actually work programs rather than exchanges with the primary goal of fostering a cross-cultural experience. Problems with the J visa program have been well-documented by the Government Accountability Office, news media accounts and independent researchers.¹³ For example, child care workers, camp counselors, theme park workers, and doctors are all admitted for work under this broad visa category, as well as researchers, government officials and high school students in genuine exchange programs.

The State Department does not keep track of the number of J-1 visa holders who are participating in academic programs as opposed to government-sponsored visitors or worker programs. The Institute of International Education tracks the number of foreign scholars by visa status in its annual *Open Doors* report. In 2005–06, IIE found that there were 96,981 research and teaching visiting foreign scholars in the United States (see Figure 3). Approximately fifty-four percent (52,270) were J visa holders. Since J visa holders may stay in the United States for periods of time varying from a few weeks to three years, it is impossible to extrapolate accurately from this data how many of that year's nearly 310,000 J visa issuances were for scholars or other academic programs, but clearly it is a small share, probably less than 20 percent.

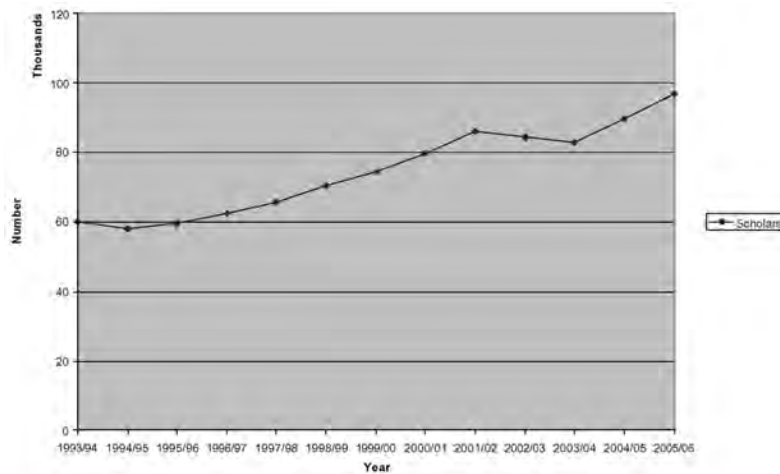
The same *Open Doors* data indicate that a decreasing share and number of foreign scholars are utilizing the J category in favor of the H-1B category. H-1B visas are available for U.S. employers who wish to hire a skilled worker from abroad. The category has an annual limit on issuances, but higher education employers (and sometimes their contractors) are exempt from that limit, and represent a growing share of H-1B visas overall. H-1B visas are controversial because they have been used by many employers to displace or avoid hiring U.S. workers in favor of foreign

¹²“New Survey Suggests Turnaround in International Student Enrollments at U.S. Colleges and Universities,” Institute for International Education, November 13, 2006, at <http://www.opendoors.iienetwork.org/>.

¹³See Vaughan letter to Stanley Colvin, State Department Bureau of Cultural and Educational Exchanges, April 28, 2006 at <http://www.cis.org/articles/2006/jmvtestimony042806.html> and *Stronger Action Needed to Improve Oversight and Assess Risks of the Summer Work Travel and Trainee Categories of the Exchange Visitor Program*, GAO Report GAO-06-106, October, 2005 at www.gao.gov.

workers who will accept lower salaries.¹⁴ Employers in higher education may be gravitating to the H-1B category because academic guestworkers can stay for up to seven years or more and be sponsored for a green card, while J-1 exchange visitors must return to their home country after the duration of the exchange program, which may not exceed three years. The *Open Doors* data report that in the 1999–2000 academic year, 72 percent of international scholars were in J-1 status, versus 21 percent in H-1B. By the 2005–06 year, only 54 percent were using J-1, with 39 percent in H-1B. With the increase in overall numbers, the actual number of scholars using H-1B more than doubled, from about 15,300 to 37,400. The J-1 actual numbers decreased from 53,700 to 52,400 over the same time period. It is important for lawmakers to remember that institutions of higher education have interests to pursue with respect to visa policy that may be as much related to their position as employers as they are to their educational mission.

FIGURE 3
VISITING FOREIGN SCHOLARS



Source: *Open Doors*, 2006

Policy Implications

Economic Contributions of Foreign Students Arguable. There is no serious debate that foreign students and scholars who are attached to genuine academic programs and comply with the terms of their admission are welcome in this country. There is debate as to the true extent of the tangible economic and academic contribution they make. The task of the U.S. government is to carefully balance public diplomacy goals and the pursuit of excellence in education and the free exchange of ideas with the security and economic needs of the United States and its citizens. It is perfectly legitimate for the higher education industry to pursue its economic interests such as market share and financial viability, just like any business would, but these interests should not be confused with the national or public interest.

The higher education industry claims that foreign students and their families contribute about \$13 billion annually to the U.S. economy. It is widely assumed that because the law requires foreign students to show they can support their education in order to qualify for the visa, they are a net boon to the economy. However, this analysis may be simplistic, relying on generalizations about the actual tuition paid by foreign students and minimizing the cost of U.S. government subsidies to all students in public and private schools. For example, according to the Institute for International Education, 11 percent of foreign undergraduate students and 47 percent of foreign graduate students are supported “primarily” by the host college or

¹⁴ See *Low Wages for Low Skills: Wages and Skill Levels for H-1B Computer Workers*, by John Miano, Center for Immigration Studies, April 2007, at <http://www.cis.org/articles/2007/back407.html>.

university.¹⁵ This support may come in the form of scholarships, tuition waivers, employment, or fellowships. Meanwhile, all college and university students are subsidized by taxpayers. Leading immigration economist George Borjas reports that one estimate puts the average per-student subsidy at \$6,400 in private universities and \$9,200 in public universities, totaling several billion dollars per year.¹⁶

Borjas also points out that foreign students are an important part of the campus workforce: “Wages and salaries in this sector are around \$50 billion annually. If the huge influx of foreign student workers lowered wages by only five percent, the payroll savings would be around \$2 billion each year, transferring a significant amount of wealth from workers to management in that industry.”¹⁷

Foreign students also compete with U.S. students for employment opportunities. At some schools, they have first dibs on campus jobs, including the heavily subsidized work-study program, under the dubious rationale that U.S. students have greater options and access to financial aid and off-campus employment. Many foreign students stay on after graduation to work for a year, which is provided for in the law and known as Optional Practical Training (OPT). The job is supposed to relate to the student’s field of study, but there is little indication that graduates are engaging in true training rather than regular employment. I am unaware of any analysis ever undertaken of the economic or labor market impact of this provision. At the very least the provision serves to encourage foreign students to stay on beyond their studies and become more rooted in this country, rather than returning home. The “training” period can also serve as a bridge to longer term employment under the H-1B program.

In addition to the economic considerations, there are a variety of security and law enforcement concerns associated with the foreign student visa program. Many young people around the globe are lured to the United States by the prospect of employment, upward mobility, and quality of life. Without family ties or an offer of employment, there are few legal ways for them to qualify for a green card, so many seek non-immigrant visas to obtain entry with the intention of overstaying. It is often difficult for young people to qualify for a regular visitor’s visa, as they typically lack the compelling ties to their homeland that are required by law. The student visa offers an attractive option, provided they can convince the consular officer that they have sufficient credible financial support for their educational program. In addition to helping overcome the age hurdle, the visa usually is issued for the duration of the academic program plus OPT, which can be five years total.

Surveys have shown that a sizeable share of foreign students intend to stay permanently in the United States after their studies are completed. The proportion of foreign PhD recipients who stay on for at least two years after completing their degree has gone up from 49 percent in 1989 to 71 percent in 2001. Stay rates for graduate students appear to vary by country. One study found that 96 percent of Chinese graduate students stayed, 86 percent of Indians, and 21 percent of Koreans.¹⁸

Lack of credible financial support is the most common reason for student visa applications to be denied. In recent years, the Bureau of Consular Affairs has discouraged consular officers from assessing “immigrant intent” or ties to the homeland with respect to student visa applicants, although this assessment is a statutory requirement.¹⁹ For many years it was standard practice for consular officers to consider the type of academic program when adjudicating a student visa. Applicants seeking visas to attend well-recognized four-year and graduate programs who could show adequate financial support from a credible source (parents and/or savings, not distant wealthy relatives or neighbors) were routinely approved. Some foreign students cut costs by obtain in-state tuition rates by using the address of relatives, and some institutions allow this.

Community Colleges. Applicants seeking admission to attend community colleges, language schools, vocational programs, or other less rigorous or intensive programs were scrutinized more carefully, because these institutions are less selective and often serve a student population that is more likely to be part-time, less tied to the institution and academic program, and more likely to drift off into the work force. This assessment has nothing to do with the quality or value of these institutions and their students, and everything to do with discouraging use of the student visa

¹⁵ *Open Doors 2006*, “International Students by Primary Source of Funds,” at <http://opendoors.iienetwork.org/?p=89193>.

¹⁶ Gordon Winston, former provost of Williams College, quoted in George J. Borjas, “Rethinking Foreign Students,” *National Review Online*, June 2, 2002, at www.nationalreview.com.

¹⁷ Borjas, loc cit.

¹⁸ These studies were cited in the National Academy of Sciences report on pages 49–51.

¹⁹ See State Department cable 00180015, September, 2005, available at http://travel.state.gov/visa/laws/telegrams/telegrams_2734.html.

as a back door route to U.S. residence and preventing illegal immigration. The Bureau has discouraged this practice as well, as part of an effort to boost foreign student enrollment in community colleges.

In January, 2006, Undersecretary for Public Diplomacy and Public Affairs Karen Hughes announced the goal of doubling foreign student enrollment at community colleges. The goal is “to provide educational and exchange opportunities to a broader and more diverse segment of young people overseas that have the motivation and talent to succeed in a U.S. educational institution, but need resources and perhaps additional preparation to enter a U.S. academic program.”²⁰ This initiative is troubling for several reasons. First, the admission of large numbers of foreign students to community colleges around the country would represent a dramatic departure from the long-established mission of community colleges to serve the needs of non-traditional students, those who lack the resources or time to commit to a four-year program, and those seeking vocational or non-degree programs. Many of the courses are remedial and serve to prepare students for eventual admission to four-year programs.

Community colleges are heavily subsidized by local taxpayers in order to make the programs accessible to members of the community and contribute to their self-sufficiency and upward mobility. It is unclear if residents of these communities would support extending these subsidies to foreign students, who traditionally have been expected to pay their own way. In addition, it makes little sense to provide job training, often supplemented by local internships, to foreign students, who are unlikely to qualify to eventually work here afterwards, and may possibly displace members of the community in those same programs.

If the Department of State considers these programs to meet foreign policy, public diplomacy or development assistance goals, it should instead conduct them under the auspices of an exchange program, not under the student visa program, with the stricter regulations on curriculum, duration of stay and requirements that the participant return home after studies are complete.

Security and Law Enforcement Concerns. Student visas are a security and law enforcement concern because they contribute to illegal immigration and all its associated fiscal, economic and social costs; because they may facilitate the transfer of sensitive technology, knowledge or skills; and because they can and have provided cover for terrorist or other criminal activity, whether the individual remains in status or overstays.

In the wake of the first World Trade Center bombing in 1993, amid growing awareness of security threats from abroad, and out of alarm that the United States government had no idea how many foreign students and scholars were in the country, nor any idea of their field of study or purpose for being here, a technology-based tracking system for foreign students and scholars was legislated, created and tested. The higher education industry objected strenuously to the creation of this program, mainly because they feared the new \$100 fee that would be levied on students would discourage them from choosing U.S. schools (Many foreign students, however, say it is negligible compared to what they are already spending on tuition, living expenses, student activity and technology fees, and travel. In recent years some institutions have opted to pay the fee for the students as an incentive). After 9/11, Congress made it mandatory that all institutions hosting foreign students or exchange visitors participate in what came to be known as SEVIS (Student and Exchange Visitor Information System). SEVIS has been fully operational since early 2003. The system tracks the admission, visa issuance, arrival and program status of all students and exchange visitors.

While widespread use of SEVIS for visa compliance purposes has been limited by resources and system capability, the program has demonstrated its utility. For example, as part of the initial implementation, educational institutions which had been granted permission to admit foreign students were visited and their programs reviewed through site visits, rather than paperwork submissions, as had been the case before.

In addition, SEVIS has generated tens of thousands of leads for immigration enforcement investigations, many of which have resulted in arrests and perhaps even removals.²¹ DHS and the State Department still have no way to determine more precisely how many foreign students and exchange visitors have overstayed their

²⁰ Department of State Community College Initiative, at http://www.aacc.nche.edu/Content/NavigationMenu/AboutAACC/Board/Board_Updates/DOS_CC_Initiative.pdf.

²¹ See CEU report.

visa or violated their status, despite a long-standing direct order from Congress for DHS to produce these estimates.²²

In the absence of a coordinated strategy from either State or DHS to address the overstays, some consulates have tried to assess their post-specific overstay problems by conducting surveys or with the help of relatively new passenger information databases run by DHS. The GAO has reported that some of these studies revealed exchange visitor overstay rates of 26–29 percent.²³ The State Department has not made any of its studies public, but some officials will confirm off the record that student visa overstay rates are believed to be significant for many countries, as is true for other categories as well. In the absence of strong interior enforcement, universal electronic screening of eligibility for employment, or meaningful penalties for violating the terms of a visa, there is no real deterrent to overstaying a student visa, since the likelihood of apprehension and removal is very small. DHS has previously estimated that overstays stand only a two percent chance of apprehension.²⁴

Representatives of the higher education industry have downplayed the compliance and security issues associated with student visas. “This tiny, tiny, infinitesimal minority of people who happen to be here on a student visa are being painted as some kind of unique threat,” stated Victor Johnson, spokesperson for one of the leading higher education advocacy groups, soon after 9/11.²⁵

Law enforcement agencies disagree. As far back as 1996, then-FBI Director Louis Freeh warned Congress: “Some foreign governments task foreign students specifically to acquire information on a variety of economic and technical subjects. In some instances, countries recruit students before they come to the United States to study and task them to send any technological information they acquire back to their home country. . . . Upon completion of their studies, some foreign students are then encouraged to seek employment with U.S. firms to steal proprietary information. . . . In 1989, the FBI conducted interviews of individuals who admitted to having been recruitments of a foreign intelligence service. Two of the individuals stated that they were recruited by the intelligence service just prior to their departure to study in the United States. These individuals worked at the behest of the intelligence agency while studying in the United States. Upon completion of their studies, both obtained positions with U.S. firms and continued their espionage activities, then directed at their employers, on behalf of the intelligence agency. The individuals each operated at the behest of that agency for 20 years.”

“Other FBI investigations have identified that some foreign governments exploit existing non-government affiliated organizations or create new ones, such as friendship societies, international exchange organizations, import-export companies and other entities that have frequent contact with foreigners, to gather intelligence and to station intelligence collectors. They conceal government involvement in these organizations and present them as purely private entities in order to cover their intelligence operations. These organizations spot and assess potential foreign intelligence recruits with whom they have contact. Such organizations also lobby U.S. government officials to change policies the foreign government considers unfavorable.”²⁶

A September 2005 report by my organization written by Janice L. Kephart, former counsel to the National 9/11 Commission, and one of the authors of the 9/11 Commission’s *Staff Report on Terrorist Travel*, detailed the histories of 94 international terrorists who operated in the U.S. from the 1990s until 2004.²⁷ It found that 18 terrorists had student visas and another four had applications approved to study in the United States.

Privatization of Foreign Student and Exchange Programs

The Sub-committees have indicated interest in the lessons learned from private efforts to bring foreign students and scholars to America. The data on foreign student enrollment trends suggests strongly that the efforts of schools and universities to recruit and improve the experiences of foreign students and scholars have had

²² Public Law 105–173.

²³ GAO report on exchange visitors, GAO–06–106, op cit.

²⁴ Testimony of Nancy Kingsbury, GAO, “Homeland Security: Overstay Tracking Is a Key Component of a Layered Defense,” before the House Immigration sub-committee, October 16, 2003, found at <http://www.gao.gov/new.items/d04170t.pdf>.

²⁵ Johnson, quoted in the *Chronicle of Higher Education*, October 26, 2001.

²⁶ Testimony of Louis J. Freeh, FBI Director, February 28, 1996 before the Senate Select Committee on Intelligence, and the Senate Committee on the Judiciary, Subcommittee on Terrorism, Technology and Government Information, hearing on economic espionage, found at http://fas.org/irp/congress/1996_hr/s960228f.htm.

²⁷ Center for Immigration Studies, *Immigration and Terrorism: Moving Beyond the 9/11 Staff Report on Terrorist Travel*, by Janice L. Kephart, September 2005, available at <http://www.cis.org/articles/2005/kephart.html>.

a significant impact on the recent rebound in enrollment, at least as much of an effect as government efforts to improve the visa application process. This effort will help American educational institutions overcome global trends in the higher education market that are beyond the reach of U.S. government policy.

At the same time policymakers must be careful to avoid the mistakes that have been made by over-privatization and under-regulation of the exchange visitor program, which has morphed from an important tool for public diplomacy into a work program. Lawmakers must insist that any student visa program changes keep the national interest paramount, and reflect a public diplomacy strategy, rather than the narrow interests of the higher education industry. Otherwise, we will continue to see abuses of the visa program, such as diploma mills who profit from collecting tuition from foreign students while delivering a sub-standard educational program, and continued use of the student visa as a stepping stone to permanent residency, legal or not. To the extent that the government fails to maintain the integrity of the student visa program, the image of the United States suffers, as visitors take home bad experiences or come to believe that our laws are unenforced and therefore meaningless.

Policy Recommendations

1. Preserve the requirement that all student, scholar and exchange visitor applicants be interviewed. The interview is as important to the visa process as personal contact is to a doctor diagnosing an illness.²⁸ It is not foolproof, but there is simply no other way to ascertain an applicant's credibility or qualifications for the visa, not to mention language skills. Together with robust fraud prevention programs that devote staff and resources to investigations and training, the interview process is essential to the integrity of all visa programs.
2. If institutions are concerned about the level of foreign student enrollment, they must take steps to address problems themselves, not rely on the government to relax security standards that affect the security of all. The IIE Open Doors surveys found that after the initial declines in enrollment, many schools took steps to step up recruitment, improve the educational experience for foreign students, provide more financial support, etc. In addition, schools should be encouraged to try opening overseas campuses and distance learning, especially for language programs rather than relying on foreign students coming here. Community colleges, in particular, should avoid becoming dependent on foreign student enrollment, which could become a distraction from their core mission to meet the needs of adult learners in the community who are not candidates for traditional four-year programs.
3. It could be risky to attempt to artificially or arbitrarily reduce student visa and exchange visitor refusal rates, at least without undertaking a thorough risk assessment that includes analysis of overstay data and trends. The report should be made public so as to build confidence that the policy changes are based on the national interest and not pressure from the higher education industry.
4. DHS needs to upgrade and improve SEVIS so that it is more useful for law enforcement and program quality control purposes. This should include a regular review of I-20 granting institutions, which has not been done since the initial implementation. DHS should be required to report on a regular basis the analysis of overstay data and enforcement actions generated by SEVIS, in the absence of general overstay reporting, which is required by law, but has not been done.
5. The State Department and DHS should assess the Optional Practical Training provision to determine its value and utility. At the very least, the rules should be written so that it is used as an actual training program, not just employment, in the same way the exchange training programs are regulated.
6. The Visa Waiver program should not be expanded before the Exit recording function of US-VISIT has been fully implemented; nor should criteria for inclusion in the program be loosened in any way before this occurs. The development of secure document is no substitute or proxy for all of the other qualifying criteria, such as low refusal rates, reciprocity and security capabilities of the sending country.
7. Preserve the requirement that foreign students must be able to finance the proposed program of study without working.
8. The exchange visitor program should be reoriented to focus more on public diplomacy priorities and less on work programs. The lack of strategic vision for the

²⁸ See Vaughan, *Shortcuts to Immigration* for more on the importance of visa interviews.

program has resulted in it being driven by the interests of organizations that have a financial interest in program expansion and lax oversight. More resources should be provided for compliance efforts.

Mr. DELAHUNT. Thank you, Ms. Vaughan. That was very good. Very insightful testimony.

Before I let Ms. Johnson wrap it up, I am going to call on Jerry Melillo.

Jerry, are you still with us? I think we have lost him. Maybe we can get him again.

STATEMENT OF JERRY M. MELILLO, PH.D., DIRECTOR, SENIOR SCIENTIST, THE ECOSYSTEMS CENTER, MARINE BIOLOGY LABORATORY

[Delivered via teleconference.]

Mr. MELILLO. Hello?

Mr. DELAHUNT. Dr. Melillo?

Mr. MELILLO. Hello. Can you hear me?

Mr. DELAHUNT. We hear you very loudly.

Mr. MELILLO. Sorry.

First of all, Mr. Chairman, thank you very much for inviting me to speak to you and your subcommittee today. I am going to talk about visa issues related to scientists involved in cooperation with U.S. researchers.

Science in the 21st century is often a cooperative activity that thrives on open international interactions. In my area of research, for example, environmental science, widespread exchanges of ideas, data and analyses are critical to the scientific progress needed to address transboundary, transnational issues such as global climate change, ocean recertification and the wholesale destruction of the global nitrogen cycle.

As noted in a recent editorial in *Science* just about a year ago, after September 11, as we all know, the Federal Government enacted new security policies. But it quickly became apparent to the scientific community that these policies would cause serious problems for international collaboration in science and also in education. As we have heard, the number of applicants subject to extensive review grew rapidly, snared many scholars and students in red tape, and created large backlogs of applications for established scholars and students seeking entry into the United States for legitimate scientific purposes; that is, to share knowledge and to learn.

Now, while the true cost to society of the diminished international scientific collaborations will never be known, the sense of many of us in science is that the costs have been high. Now we recognize that there are clear signs that our Government, too, is recognizing the importance of this problem and is taking measures to address it, but the problem still exists.

In this testimony, I will give two recent examples of the problem, one involving a distinguished nongovernment organization, or NGO, and the other involving an intergovernmental organization, of which the United States is a member by formal agreement.

The first example, in February 2006, the President of the International Council for Science, also known as ICSU, an NGO created about 75 years ago to facilitate the exchange of scientists and to

ensure that science contributes to a better world for all people, was denied a visa to make a scientific visit to the United States.

The man involved is Goverdhan Mehta, a professor of organic chemistry, a former director of the Indian Institute of Science, which, by the way, is the leading center for research and graduate education in Bangalore, and also a science advisor to the Indian Prime Minister. Professor Mehta sought a visa in order to speak at an international science conference in the United States and to deliver a series of lectures at the University of Florida where he had been a distinguished visiting professor in 2001, but according to the *Chronicle of Higher Education*, he gave up after trying unsuccessfully to obtain a visa.

On February 9, he traveled to an American consular office in Chennai, one of only four U.S. consulates in the country. There he waited for 3 hours to be questioned by a consular officer and was then told that he would have to submit additional information before receiving a visa. "It was the most degrading experience of my life," he told the *Indian Express*, a leading national daily newspaper, and this incident was widely covered in the world press—maybe many of you did read it—and it also elicited a firm, but measured response from ICSU, this nongovernmental organization that I referred to earlier.

The response was as follows: "We do not expect this scientist to be exempt from legitimate concerns relating to national security. But we do believe that science has a key role to play in overcoming these concerns and promulgating common understanding between countries. Nondiscrimination and equity are the essential elements of the principle of universality of science, which is a founding principle of ICSU," this organization, "to which all members representing over 100 countries and thousands of scientists across the world are committed. Respect for this principle and for individual scientists is, we believe, a normal expectation in any democratic society. The USA has always been a very strong supporter and beneficiary of ICSU, and we hope that this will be demonstrated in the future not only in its policies but also in practices as regard to the free exchange of scientists."

Let me go to the second example. The second example involves the Inter-American Institute for Global Change, which is an inter-governmental organization supported by 19 countries in the Americas. The IAI, as it is called, is dedicated to pursuing the principles of scientific excellence, international cooperation and open exchange of scientific information to increase the understanding of global change phenomena and their associated economic implications. The organization was born when 16 nations in the Americas signed an international agreement establishing IAI in May 1992 in Montevideo, Uruguay. Since that time three more nations have joined. The member countries are as follows: Argentina, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, Guatemala, Jamaica, Mexico, Panama, Paraguay, Peru, the United States of America, Uruguay and Venezuela.

Now, because not all member countries have easy access to visas to enter the United States for scientific business, the governing body of IAI, known as the Conference of the Parties, has decided not to hold any of its meetings in the United States until the visa

acquisition issue is resolved. However, I just attended a meeting of the IAI in Manaus, Brazil, and there the Conference of the Parties voted to have their executive committee meet in Washington, DC, later this year. This vote came after the United States made an offer to host the meeting and assured the members that every effort would be made to expedite the visa acquisition process. I sincerely hope that this works out.

I am going to close my brief statement by sharing with you a possible set of actions that could ease the visa problems associated with scientists' visits to the United States on scientific business. And I refer you to a *Science* editorial, the one I mentioned earlier, that had some very thoughtful suggestions, and I would like to repeat them. And here they are. The scientific community needs to join the Department of State to examine fundamental assumptions that underlie current visa policies, especially as they apply to foreign scientists, engineers and students. A joint working group could peel back the layers of policies and procedures to determine if, for example, the interviews and the Visas Mantis reviews are achieving their intended purpose.

Second, if a trusted traveler program could be established, to avoid subjecting frequent visitors, scientific visitors, to repetitive, irritating, and time-consuming screening, that would be helpful.

And finally, if consular officers have the tools and training they need to do their job effectively with respect to science, that would be very, very helpful.

In short, the working group could help ensure that benefits of the current system offset the monetary costs, damage to our Nation's reputation, and harm to our scientific education enterprise. Personally, speaking for myself now, I firmly believe that our national security, the strength of our Nation's science and engineering efforts, and our international technological competitiveness depend upon getting the visa system right, and finding comprehensive and enduring solutions to this problem.

Thank you very much.

[The prepared statement of Mr. Melillo follows:]

PREPARED STATEMENT OF JERRY M. MELILLO, PH.D., DIRECTOR, SENIOR SCIENTIST,
THE ECOSYSTEMS CENTER, MARINE BIOLOGY LABORATORY

Science in the 21st century is often a co-operative activity that thrives on open international interactions. In my area of research, environmental science, widespread exchanges of ideas, data and analyses are critical to the scientific progress needed to address trans-boundary issues such as global climate change, ocean acidification, and the wholesale disruption of the global nitrogen cycle.

As noted in a recent editorial in *Science* (5 May, 2006, p. 657), "After the attacks of September 11, 2001, the federal government enacted new security policies, but it quickly became apparent that they would cause serious problems for international collaboration in science and education. The number of visa applicants subject to review under Visas Mantis, a program used since 1998 to provide extra scrutiny for visitors with backgrounds in certain sensitive areas of science and technology, grew" rapidly, ensnared many scholars and students in red tape, and created large backlogs of applications from established scholars and students seeking entry into the United States for legitimate scientific purposes—to share knowledge and to learn. While the true costs to society of diminished international scientific collaborations will never be known, the sense of many of us in science is that the costs are high.

Although there are clear signs that our government has recognized the importance of this problem and is taking measures to address it, the problem persists. In this testimony I will give two recent examples of the problem, one involving a distinguished non-government organization (NGO) and the other involving an inter-

governmental organization of which the United States is a member by formal agreement.

Example 1: In February of 2006, the president of the International Council for Science (ICSU), an NGO created 75 years ago to facilitate the exchange of scientists and ensure that science contributes to a better world for all people, was denied a visa to make a scientific visit to the United States. The man involved in this unfortunate incident is Goverdhan Mehta, a professor of organic chemistry, a former director of the Indian Institute of Science, a leading center of research and graduate education in Bangalore, and a science adviser to the Indian prime minister.

Professor Mehta sought the visa in order to speak at an international scientific conference in the United States and to deliver lectures at the University of Florida, where he had been a distinguished visiting professor in 2001. But, according to *The Chronicle of Higher Education* “. . . he gave up after trying unsuccessfully to obtain a visa. On February 9 he traveled to an American consular office in Chennai (formerly Madras), one of only four U.S. consulates in India. There he waited for three hours to be questioned by a consular officer and was then told he would have to submit additional information before receiving a visa. “It was the most degrading experience of my life,” he told *The Indian Express*, a leading national daily newspaper.” (*The Chronicle of Higher Education*, “Today’s News,” February 24th, 2006).

The Mehta incident was widely covered in the world press and elicited a measured, but firm response from ICSU—“We do not expect that scientists be exempt from legitimate concerns relating to national security but we do believe that science has a key role to play in overcoming those concerns and propagating common understanding between countries. Non-discrimination and equity are the essential elements of the Principle of the Universality of Science, which is a founding principle of ICSU, to which all our Members, representing over one hundred countries and thousands of scientists across the world, are committed. Respect for this Principle and for individual scientists is, we believe, a normal expectation in any democratic society. The USA has always been a very strong supporter (and beneficiary) of ICSU and we hope that this will be demonstrated in the future not only in its policies but also its practices as regards the free exchange of scientists.” (<http://www.icsu.org/5—abouticsu/INTRO—UnivSci—3.html>)

Example 2: The second example involves the Inter American Institute for Global Change Research (IAI), an intergovernmental organization supported by 19 countries in the Americas. The IAI is dedicated to pursuing the principles of scientific excellence, international cooperation, and the open exchange of scientific information to increase the understanding of global change phenomena and their socio-economic implications. The organization was born when sixteen nations in the Americas signed an International Agreement Establishing the IAI on May 13, 1992 in Montevideo, Uruguay. Since that time, three more nations have joined. The member countries are—Argentina, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Guatemala, Jamaica, Mexico, Panama, Paraguay, Peru, United States of America, Uruguay, and Venezuela. Because not all member countries have easy access to visas to enter the United States for scientific business, the governing body of the IAI, known as the Conference of the Parties (CoP), has decided not to hold any of its meetings in the United States until the visa acquisition is resolved. However, at a recent meeting (June, 2007) of the CoP in Manaus, Brazil, the Executive Committee (EC) of the CoP voted to hold their next EC meeting in Washington. This vote came after the United States made the offer to host the meeting and assured the CoP members that every effort would be made to expedite the visa acquisition process.

I will close by sharing with you a possible set of actions to resolve the visa problems associated with scientists’ visits to the United States on scientific business. In the *Science* editorial that I mentioned at the beginning of my testimony, a thoughtful path forward was suggested. “The scientific community needs to join with the Department of State to examine the fundamental assumptions that underlie current visa policies, especially as they apply to foreign scientists, engineers, and students. A joint working group could peel back the layers of policies and procedures to determine if, for example, the interviews and the Visas Mantis reviews are achieving their intended purpose; if a “trusted traveler” program would avoid subjecting frequent visitors to repetitive, irritating, and time-consuming screening; and if consular officers have the tools and training they need to do their jobs effectively. In short, the working group could help ensure that the benefits of the current system offset the monetary costs, damage to our nation’s reputation, and harm to our scientific and educational enterprise.” I firmly believe that our national security, the strength of our nation’s science and engineering efforts, and our international technological competitiveness depend on getting the visa system right and on finding comprehensive and enduring solutions to this problem.

Current and Pending Support

Investigator: Jerry M. Meilillo			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Testing Trace-Gas Flux Models Using In-situ and Remotely-Sensed Data			
Source of Support: NASA via MIT Total Award Amount: \$438,060 Total Award Period Covered: 5/1/2004-4/30/2007 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 1 Acad: Sumr:			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Collaborative Research: Synthesis of Arctic System Carbon Cycle Research Through Model-Data Fusion Studies Using Atmospheric Inversion and Process-Based Approaches			
Source of Support: NSF Total Award Amount: \$270,538 Total Award Period Covered: 8/15/2005-7/31/2008 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 0.5 Acad: Sumr:			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Heterotrophic Soil Respiration in Warming Experiments: Using Microbial Indicators to Partition Contributions from Labile and Recalcitrant Soil Organic Carbon			
Source of Support: DOE via University of Georgia Total Award Amount: \$216,645 Total Award Period Covered: 8/15/2004-8/14/2007 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 1 Acad: Sumr:			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Biocomplexity: Feedbacks between Ecosystems and the Climate System			
Source of Support: NSF Total Award Amount: \$1,083,333 Total Award Period Covered: 10/1/2001-9/30/2007 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 2 Acad: Sumr:			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Soil Warming and Carbon-Cycle Feedbacks to the Climate System			
Source of Support: DOE via University of Pennsylvania Total Award Amount: \$149,989 Total Award Period Covered: 9/1/2006-8/31/2007 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 1 Acad: Sumr:			

USE ADDITIONAL SHEETS AS NECESSARY

Current and Pending Support

Investigator: Jerry M. Meilillo			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Linking Multi-scale Remotely Sensed Data, Field Observations and Biogeochemistry Models to Evaluate Changes in the Terrestrial Ecosystems of China			
Source of Support: NASA via Auburn University Total Award Amount: \$380,000 Total Award Period Covered: 7/1/2004-6/30/2007 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 1 Acad: Sumr:			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Understanding the Changing Carbon, Nitrogen, and Water Cycles in the Earth System			
Source of Support: NASA via University of New Hampshire Total Award Amount: \$315,250 Total Award Period Covered: 4/15/2004-4/14/2007 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 1 Acad: Sumr:			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Global Effects of Human and Terrestrial Interactions			
Source of Support: NSF via MIT Total Award Amount: \$200,000 Total Award Period Covered: 9/14/2004-2/28/2009 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 0.5 Acad: Sumr:			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Dynamic Modeling of Emissions from Land-Use Activities			
Source of Support: EPA via MIT Total Award Amount: \$500,000 Total Award Period Covered: 6/14/2005-6/13/2010 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 1 Acad: Sumr:			
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: Land-Atmosphere Exchanges of Carbon Dioxide and Nitrous Oxide Associated with Agricultural Expansion in the Brazilian Amazon			
Source of Support: NASA Total Award Amount: \$328,063 Total Award Period Covered: 3/1/2006-2/28/2008 Location of Project: Marine Biological Laboratory Person-Months Per Year Committed to the Project Cal: 1 Acad: Sumr:			

USE ADDITIONAL SHEETS AS NECESSARY

Current and Pending Support

Investigator: Jerry M. Melillo	
Support: <input checked="" type="checkbox"/> Current <input type="checkbox"/> Pending <input type="checkbox"/> Submission Planned in Near Future <input type="checkbox"/> *Transfer of Support Project/Proposal Title: LTER IV: Integrated studies of the drivers, dynamics, and consequences	
Source of Support: NSF via Harvard University	
Total Award Amount: \$628,880	Total Award Period Covered: 10/1/2006-9/30/2012
Location of Project: Marine Biological Laboratory	
Person-Months Per Year Committed to the Project	Cal: 0.25 Acad: Sumr:

Mr. DELAHUNT. Thank you very much, Doctor.

And before I go to Ms. Johnson, let me just take this opportunity to relate a rather embarrassing moment for Members of Congress. We recently had a gathering here in this office building, the Rayburn Office Building, with members of the Russian Duma, which is their legislative body. And it was a very cordial meeting and respectful. At times it was very candid and very frank, but that was, I think, healthy.

But the chairman of this committee, the full committee, Mr. Lantos, posed a question: Tell us about your experience here in the United States. And all of the members of the Duma spoke in excellent English. And one gentleman stood up and said, "I like the people here, but I will never come back. I had to go through a very degrading experience to get here."

You know, here we are, representatives of the American people meeting with representatives of the Russian Government, and we hear that. So it is anecdotal, and I think clearly Secretary—I think the Department of State—and I agree with you, Ms. Vaughn—is making a genuine effort that hopefully will reduce or allay not just the perception, but what appears to be some real impediments for those whom we want to come here, particularly a member of a foreign government. That was not one of our finest moments.

Ms. Johnson?

STATEMENT OF MS. MARLENE JOHNSON, EXECUTIVE DIRECTOR AND CEO, NAFSA: ASSOCIATION OF INTERNATIONAL EDUCATORS

Ms. JOHNSON. Thank you, Mr. Chairman. It is a pleasure to be here today. NAFSA is a 10,000-member professional Association of International Educators, and we are this country's leading advocate for international education exchange. We believe that the subject of this hearing is extremely important to America's future, to our leadership role in the world, and ultimately to our national security.

I have submitted a prepared statement and supporting materials, so my remarks will be brief this morning.

Mr. Chairman, for all the good work that the administration says it does—and let me stipulate that I agree that much good work is being done—the numbers do not lie. I refer you to the first chart over here to my right. The numbers tell us that international student enrollment at America's colleges and universities have declined for 3 years in a row. That has never happened before. Last year enrollment was below what it was in the academic year that was commencing around 9/11, and more than 20,000 below what it was during the 2002 academic year, which was the peak year. If growth trends in the years before 9/11 had continued, enrollment last year would have been more than 700,000. That dotted red line is where we would be if the trend had continued.

Where did all those students go? Let me put this into comparative perspective. And I refer you to the second chart. This chart shows what some of our major competitors have been doing while we have let ourselves fall behind. The United Kingdom is up more than 80,000; France and Australia, up nearly 60,000.

For all the good work that our colleagues in the executive branch want to take credit for, this is not the picture of a country that is competitive in the international student market. It is quite clear what accounts for this situation. My prepared statement analyzes it in some depth. But briefly, our traditional competitors have ratcheted up their efforts to attract international students, at our expense. New competitors have entered the market, most notably the European Union, which now offers higher education in English throughout the European Community. China and India, the top sending countries, are aggressively expanding their capacity to educate their own people at home.

In the face of this competition, what have we done? We have made visas harder to get, we have treated people with hostility at our consulates and at our ports of entry, we have held students and scholars hostage in our country, fearing if they go home to attend family emergencies or to attend international conferences they might not get another visa. We have arrested, detained, and deported students and scholars for reasons that they never know. We made it more difficult for foreigners to function in our society. Some would say that security dictated all these measures; but it is not true that the more open we are to international students and scholars, the less secure we are.

This is not a zero-sum game. The fact is our openness is part of who we are. We make ourselves stronger by attracting talent to this country. We make ourselves stronger by educating future world leaders in the United States. We make ourselves stronger with a rational visa and immigration system that serves as much as a gateway for talent as it does a barrier to criminals.

Once you understand that, we realize that by taking prudent steps to address the disincentives that we have imposed to study, research, and teach in the United States we actually enhance our national security. We urgently need the President to do what Tony Blair did: Announce a comprehensive national policy for attracting international students and scholars and task Federal agencies with working together—not at cross purposes as they often do now—to implement it.

The President should establish an international education council, chaired by a White House official, to spearhead the removal or modification of the numerous barriers to study and research in the United States that contribute nothing of significance to our safety and security. If he does not, Congress should.

Congress should also conduct oversight of the dysfunctional relationship between the Department of Homeland Security and the Department of State, to which you have given shared responsibilities for visas. Congress should repeal the requirement that the State Department interview virtually every visa applicant. This requirement makes no national security sense. It serves mainly as a deterrent to talented people, many of whom do not live near U.S. consulates.

Congress should enact comprehensive immigration reform, including strong provisions to make the United States more attractive to international talent.

Mr. Chairman, putting our country on a path to competitiveness in this highly competitive market will require commitment and po-

litical will that we have not yet seen. I urge the subcommittees to continue their oversight to help us get there. Thank you.

Mr. DELAHUNT. Thank you very much, Ms. Johnson.

[The prepared statement of Ms. Johnson follows:]

**Statement of Marlene M. Johnson
Executive Director & CEO
NAFSA: Association of International Educators
Before the Subcommittee on International Organizations, Human Rights, and
Oversight, Committee on Foreign Affairs, and the Subcommittee on Higher
Education, Lifelong Learning, and Competitiveness, Committee on Education and
Labor
United States House of Representatives
“International Students and Visiting Scholars: Trends, Barriers, and Implications
for American Universities and Foreign Policy”
June 29, 2007**

Thank you very much for the invitation to testify before these subcommittees today on this very important topic.

My name is Marlene Johnson and I am the executive director and CEO of NAFSA: Association of International Educators. NAFSA is the world’s largest professional association dedicated to the promotion and advancement of international education and exchange. Our nearly 10,000 members serve primarily as foreign student and study abroad advisers at some 3,500 colleges and universities here in the United States and abroad. Our mission is to promote and advance international education and exchange and to support public policies that expand international education and exchange programs between the United States and other nations.

My remarks today will focus on the benefits of international educational exchange, the trends in international student and scholar exchange, the barriers that continue to hamper our nation’s ability to compete effectively for the world’s best and brightest students and scholars, and the steps we must take to regain our standing as the preeminent destination for the world’s international students and scholars.

The Benefits of International Educational Exchange

The more than half a million international students and scholars present on campuses nationwide offer tremendous foreign policy, national security, educational and economic benefits. Over the past half-century, America’s leaders have recognized the power of educational exchanges as a critical public diplomacy tool; both Secretary of State Condoleezza Rice and Under Secretary for Public Diplomacy and Public Affairs Karen Hughes have remarked publicly that people-to-people exchange is “our most valuable foreign policy asset” and “one of the most effective things we can do to build better relationships around the world.” It is not a coincidence that many world leaders who are our closest allies are also graduates of U.S. higher education institutions. Educational exchange enhances our nation’s security, for the more friends and allies we generate through these kinds of exchanges, the fewer sources of conflict we have. An investment in educational exchange now is an investment in our future national security.

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International students and scholars are essential for our global competitiveness, as they make significant contributions to our country's economic growth and innovation. Recent data from the National Science Board indicate that nearly half of all graduate enrollments at U.S. institutions in the science and engineering fields are international students, many of whom will go on to positively impact future research and technology output in this country. While we support recent efforts to focus attention and resources on building up America's own supply of science and technology talent, it is equally important to ensure that we continue to actively attract international talent to our shores to retain our innovative edge in these fields.

International students and scholars also contribute significantly to U.S. higher education through their presence on U.S. campuses, with students interacting with their American counterparts, many of whom have never encountered a person from another country before, and with scholars contributing to classroom instruction and groundbreaking laboratory research. Lastly, international students and their dependents generate a significant economic benefit to the country. NAFSA estimates that international students and their dependents contributed nearly \$13.5 billion to the nation's economy during the 2005-2006 academic year. This makes international education the nation's fifth largest service sector export, according to the U.S. Department of Commerce.

Trends in International Student and Scholar Participation

According to the latest UNESCO statistics, as of 2004, 2.5 million international students were studying outside their home countries, up from 1.68 million in 1999, and some have projected this number to climb to 7.2 million by 2025. For decades, the United States reigned as the preferred destination for international students and scholars, a fact not so surprising considering that this country possesses 17 of the 20 top universities in the world. Overall, as reported by the Institute of International Education, the United States hosts the largest number of international students of any country in the world—564,766 in the 2005-2006 academic year, the most recent year of available data. Until the early part of this decade, this overall enrollment figure had been growing rather steadily. However, what this figure does not show is that over the past 20 years, our share of the overall international student market has been in a steady decline, a decline further exacerbated by the many visa and entry policy changes put in place in response to the events of September 11, 2001. Simply put, we are not getting our share of the growth in the international student market.

This steady decline in market share has happened for several reasons. First, our traditional competitor countries, such as the United Kingdom and Australia, have adopted and implemented strategies for capturing a greater share of the market. For example, in 1999, UK Prime Minister Tony Blair announced a national strategy for boosting international student recruitment, which resulted in an enrollment increase of 118,000—more than twice the U.S. increase over the same period, on a smaller base. As a result of this success, Prime Minister Blair announced a new initiative in April of last year to increase international enrollments by another 100,000 over the next five years.

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Second, new competitors have entered the market. Primary among them is the European Higher Education Area, a group currently numbering 46 European nations that has pledged under the “Bologna Process” to create a seamless higher education system by the year 2010 and to actively promote European higher education to the rest of the world. And with English becoming a common language of instruction, it is now possible to study for a degree in English in many non-Anglophone European countries. Additionally, other centers of instruction have emerged to serve regional markets, such as in Dubai and Singapore.

Third, traditional “sending” countries are building up their own higher education capacities in order to entice their students to stay home for their education, so as not to lose them to the United States. Both China and India, the two largest “sending” countries, are investing heavily in their own higher education structures to meet the educational needs their fast-growing populations, as well as to enhance their own economic development.

As a result of these developments, international students are increasingly savvy in their choices, factoring cost and convenience, as well as reputation, into their decision-making process. Add to this the numerous visa and entry policy changes that were put into effect following the events of September 11, 2001—making it exponentially harder for both students and scholars to get into the United States—and we had the makings of a perfect storm.

The market responded quite clearly over the ensuing years. According to the Institute of International Education, in the 2002-2003 academic year—the first full year after 9/11—the United States experienced only a 0.6 percent increase in international student enrollment, following several years of increases in the 5 to 6 percent range. This was followed by successive declines in international student enrollments over the next three academic years: Enrollments were down 2.4 percent in 2003-2004, 1.3 percent in 2004-2005, and 0.05 percent in 2005-2006, which is essentially flat. Such a prolonged decline is unprecedented as long as data have been kept.

Official data for 2006-2007 will not be released until November. A spot survey conducted by NAFSA, IIE, and several higher education associations last fall suggests that we will see a slight uptick in international student enrollments for the academic year that just ended. Yet overall international student enrollment remains 20,000 below the all-time high achieved in 2002-2003. Additionally, during the time we have been in decline, from 2003-2006, enrollments have increased by more than 80,000 in the United Kingdom, more than 50,000 in Australia and France, and more than 20,000 in Germany and Japan. These data, along with a projection showing what overall enrollment figures might look like now, had the tragic events of September 11 not happened and had everything remained unchanged, are displayed in the two charts appended to my statement. Had our steady growth rate continued unabated, it is quite possible that we would be looking at enrollment figures reaching above 700,000 today.

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One little-discussed, but no less important, factor exacerbating these trends is the significant decline in enrollment in U.S. intensive English programs. These programs often serve as a gateway for international students interested in pursuing a U.S. degree program and who need to improve their English language ability prior to commencing their studies. Since 2000, enrollments in U.S. intensive English language programs have fallen by nearly 50 percent, forcing many programs to shut down their operations. This decline is due primarily to the increased difficulty of obtaining a visa for the specific purpose of studying English in the United States. One would be hard pressed to think of another major power in the world that discourages the study of its language.

The State Department has testified that it issued a record number of student visas in FY2006—591,060, to be exact. As numbers often are, that number is correct but misleading. First, it is important to keep in mind that higher visa issuance does not necessarily translate into higher enrollment figures, for as I described earlier, international students today have more higher education opportunities available to them than ever before. Therefore we must use the overall enrollment data as a more exact measure of our progress in this area. Second, in order to be able to make this statement, the State Department has combined student (F) visas and exchange visitor (J) visas under the term “student visas.” This means that the department’s total student visa issuance number includes issuance of visas to individuals who are not coming here for study or research at a U.S. university. The exchange visitor visa includes not only university students, but also scholars, high school exchange students, teachers, camp counselors, trainees, summer work/travel participants and au pairs. When broken out by visa category, the data show that the lion’s share of the increase in FY2006 occurred in the J visa category, which reached an all-time high of 309,953, whereas F visa issuance was at 273,870, nearly 20,000 below the amount issued in FY2001.

I do not say this to pick a fight with the State Department, only to clarify the record. In fact, I believe that the department—particularly the Bureau of Consular Affairs—deserves a great deal of credit for undertaking a tremendous effort over the past three years to adjust the visa policies that created many of the problems encountered in the post-9/11 period. We also appreciate the public support from the Secretary of State and the Under Secretary of Public Diplomacy and Public Affairs on behalf of international educational exchange. However, there is much more work to do here; we will not win back our share of the market by just fixing the visa system, or through a public relations campaign. Restoring U.S. competitiveness will require a concerted strategy, involving many government agencies as well as higher education itself, to make the United States a more attractive destination for international students and scholars both in word and deed.

What Must Be Done

The single most important action the United States government must undertake is to do what our competitors are doing: establish a proactive policy that articulates the national interest in attracting international students and scholars to the United States, and sets out a comprehensive national strategy for doing so. Such a strategy must be overseen by a senior White House official who is responsible to the president for its result.

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My association has long advocated for such a strategy, beginning with our white paper entitled “Toward an International Education Policy,” co-authored with the Alliance for International Educational and Cultural Exchange and first released in 1999. We developed the strategy further in our 2003 report, *In America's Interest: Welcoming International Students* (<http://www.nafsa.org/inamericasinterest>), and in our 2006 follow-up report, *Restoring U.S. Competitiveness for International Students and Scholars* (<http://www.nafsa.org/competereport>). I have submitted these reports for the record and have made them available to the members of the subcommittees. I will summarize their key points here:

Develop a coordinated recruitment strategy

First, we need to develop a coordinated recruitment and outreach strategy. We can no longer reasonably assume that just because the majority of international students and scholars are choosing to study or conduct research in this country today, they will continue to do so tomorrow—the global trends and enrollment data I have just shared with you bear this out. Such a strategy must be a collaborative effort between the U.S. government and U.S. higher education, and it must seek to bring together all the federal agencies that share responsibility, both directly and indirectly, for international student recruitment in order to better coordinate their respective efforts, both internally and with respect to each other. To draw a football analogy here, if the team isn’t working off the same playbook, it’s not likely to get the ball into the end zone and score.

Recently, we have begun to see some improved interagency coordination, beginning with the University Presidents Summit on International Education co-hosted by the Departments of State and Education early last year. The State Department’s overseas advising center and the Department of Commerce’s U.S. Commercial Service staffs have started working together, and last November, Secretary of Education Margaret Spellings and Assistant Secretary of State for Education and Cultural Affairs Dina Powell led a U.S. higher education recruitment trip to Japan, Korea, and China.

This is gratifying to see, but this effort is still not the comprehensive effort it needs to be. A successful recruitment strategy not only involves developing a coordinated message to prospective international students on the whys and hows of studying in the United States, but also ensuring that all the relevant federal agencies do not act in ways that make traveling to and studying in the United States a less than positive experience. There have been too many instances where positive rhetoric by high-level government officials has been cancelled out by federal policies and regulations that are imposed without consideration of their impact. A comprehensive recruitment strategy ensures that all agencies are working in concert with one another.

For example, the Department of Homeland Security significantly impacts the U.S. position in the competition for international students and scholars. Three of its bureaus are directly responsible for the admission, monitoring, and services related to international students and scholars, but DHS is equipped neither by mandate nor by

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organization and structure to advance a competitiveness agenda—let alone achieve synergy with other agencies, such as the State Department, regarding visa policy. While the State Department makes the individual visa decisions, DHS controls visa policy. Yet without a proactive policy for attracting international students and scholars, visa policy decisions become, in effect, the lowest common denominator of whatever the two agencies can agree on.

A comprehensive strategy must provide effective mandates for the Departments of State, Commerce, and Education in this area; at present, coordination among these agencies is ad hoc at best. Additionally, the strategy must provide not only effective coordination among these agencies, but also among the other federal agencies that have an impact on our nation's attractiveness, including the Social Security Administration and Internal Revenue Service. When these two agencies changed their respective policies for issuing social security and tax identification numbers to international students and scholars, they inadvertently made it much harder to acquire these essential identification numbers. Many students and scholars found it difficult to rent an apartment, or open bank and utility accounts. So as long as we continue to lack a coordinating structure and a mandate to work together in support of educational exchanges, various other elements of our government will continue, however unintentionally, to work at cross-purposes.

Remove excessive governmentally-imposed barriers to international students and scholars

As I stated earlier, the State Department's Bureau of Consular Affairs, under the leadership of Assistant Secretary Maura Harty, has done a tremendous job over the past three years fixing many of the serious problems related to visa issuance for international students and scholars, specifically with visa interview wait times and security clearance backlogs. However, despite this progress, there remain significant problems in the visa and border entry process, impeding the flow of international students and scholars into the United States. There are still far too many cases of students and of well-known scientists and scholars who are subjected to unexplained visa delays and denials, and this continues to harm our reputation as a place that welcomes the world's talent. In an effort to keep out the people we don't want in this country, the system all too often fails to welcome the people we do want.

For example, in January of this year, the University of Kansas reported a serious visa delay case involving an international student from Saudi Arabia, the first Saudi student ever accepted to the university's law school. The student began his studies in the fall of 2006 in the field of constitutional law, knowledge he hoped to use upon his return to Saudi Arabia to help establish a Western alternative to Islamic law. In December 2006, like many of his fellow students, he traveled home to visit his family during the winter break between semesters. He knew he needed to renew his visa before returning for the spring semester, but as he had been issued his initial visa only six months earlier, he hoped the process would be fairly smooth. But it was anything but smooth. The clearance took five months. He missed the entire spring semester, and in fact may need to miss the rest of this year due to the law program's course sequencing. Such cases are

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all too common. They continue to hamper our efforts to attract international students and scholars.

We need a clear, operational visa policy that realizes the “Secure Borders, Open Doors” vision in its truest sense – that both secure borders and open doors are essential to our national security. Earlier this year, NAFSA, along with the National Foreign Trade Council, the Heritage Foundation, the Alliance for International Educational and Cultural Exchange, and the Coalition for Employment Through Exports, released a set of common visa recommendations entitled “Realizing the Rice-Chertoff Vision” (<http://www.nafsa.org/visarecs>), a document that outlines specific actions that both Congress and the federal government should take to improve visa policy and processing. I have submitted this document for the record and have made it available to the members of the subcommittees, along with the other reports I referenced earlier. Two of its recommendations bear special mention here.

First, Congress must restore to the Secretary of State the authority to allow U.S. consulates discretion to waive the personal interview requirement based on risk assessment. In 2004, Congress—unwisely in my opinion—wrote into law temporary State Department guidance that consular officers must scrutinize virtually every nonimmigrant visa applicant and treat everyone as a security risk. This change has not enhanced our security in any meaningful way; it only has overburdened consular resources, especially at high-volume consulates located in India, China, Brazil and Mexico, where interview wait times are lengthy and applicants in many cases must travel hundreds of miles only to have 3-4 minutes with a consular officer to review their application. Try to imagine a similar scenario for an American wishing to travel overseas, and you start to understand how burdensome this process can be. We fully agree that all visa applicants wishing to enter the United States should be subject to an appropriate level of screening, but the screening should be applied in a manner that focuses more attention on those applicants with serious security concerns, and less on those with no concerns at all. We also ask Congress to exercise vigorous oversight of the federal agencies charged with implementing the Rice-Chertoff vision, “Secure Borders, Open Doors”, as first announced in January 2006, and hearings such as this one are a good start.

We also must reform our immigration system in order to create and support a climate that encourages the contributions of foreign talent, one that better reflects this current era of globalization. We must ensure that any immigration reforms result in policies that enhance the ability of the United States to compete for the best and brightest international students and researchers and provide the flexibility required by a globally mobile workforce. It is a reality of our time that, at the high-skill level, the temporary immigration system has become a conveyor belt of talent into the permanent immigration system. Many foreign students do want to go home after graduation, but some of them want to stay here to use the knowledge they have acquired at our universities. Therefore, to better reflect current realities, the requirement that applicants for student visas demonstrate intent not to immigrate to the United States should be eliminated.

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Another primary concern in this area is the removal or adjustment of unrealistic caps on employment-based visa categories. Businesses often look to higher education institutions when they recruit new employees. High-tech businesses, especially, rely on foreign students to fill gaps left by the shortage of qualified American graduates. One of the best things Congress can do to enhance our nation's ability to attract the world's best international students and scholars is to pass comprehensive immigration reform legislation with strong provisions that address these issues.

Address the cost of higher education in the United States

The high cost of U.S. higher education is a competitive fact of life for our country. Even American students and their parents are struggling to afford the current tuition rates. However, although American students have access to many financial aid resources, foreign undergraduate students are not so fortunate. Members who were in Congress during the Cold War will recall a very different time, when scholarships for international students were plentiful and politically popular, because the competition for international students was part of our competition with the Soviet Union. Those days are gone. Today, it is simply not realistic to expect the American people to support large-scale financial aid for international students at a time when they are challenged by the cost of educating their own children. However, there are things that can and should be done.

In order to reach farther and deeper into critical areas of the world, there need to be more financial aid opportunities for international undergraduate students, along with an easy mechanism for disseminating information about these options. Creative partnerships among all the stakeholders who have an interest in increasing international student access to the United States—higher education institutions, business, the U.S. government and foreign governments—can maximize our collective strength in this area. For example, we should seek to develop more private loan sources through innovative partnerships between the higher education and business communities, such as CitiBank's CitiAssist Global Loan Program, which offers loan opportunities to international students for up to \$10,000 per year.

We should seek to expand the number of available scholarship opportunities for international students, especially for students in areas of the world where the United States has a clear foreign policy or economic development interest. The Davis United World College Scholars Program, as described by my fellow witness on this panel, is a notable model. Another model to consider involves leveraging support from the U.S. Agency for International Development to provide foreign aid in the form of scholarships. Years ago, AID provided seed money to create scholarship programs for study in the United States where the recipients repay the scholarship through service in their home country. One such successful program was organized through the Academy for Educational Development for students from Botswana, and from 1982-2003, more than 1,500 Botswanans studied at U.S. institutions with its support.

Finally, many U.S. universities have partnerships with foreign universities that support one-for-one tuition exchanges, where international students pay tuition and fees to their

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home institutions, so no money changes hands between the two institutions. This set-up not only offers the international student an affordable opportunity to study in the United States, but also encourages U.S. students to study abroad. All of the above opportunities should be actively pursued to ensure we continue to attract international students and scholars from all levels of society.

However, none of these opportunities will be effective if there is not an easy mechanism that can be accessed to learn more about them. Our competitors have aggressively marketed the cost-effectiveness of their programs, yet we have done little to counter these efforts and dispel the notion that a U.S. education is unaffordable. Within the past year or so, a few Web-based resources have been created to provide some financial aid information, specifically the State Department's EducationUSA online financial assistance guide and the Institute of International Education's "Funding for U.S. Study" Web site. This is a good start, but more should be done to develop a comprehensive financial aid clearinghouse so that international students have a one-stop resource for understanding all of the financial assistance options that are currently available to them.

Brand and market U.S. higher education

The United States has the best higher education product in the world, and its vast array of options – the different programs, locations, degree levels, and institution types— is a source of its enormous appeal. There is something here for everyone. But the diversity of options also can act as a deterrent for an international applicant. Therefore, like our competitors, we must not only actively recruit international students to our universities, but also strategically market the value of a U.S. higher education, and "brand" it as both a value and an opportunity. Branding U.S. higher education will allow the pooling of public and private resources for maximum impact and will encourage the best use of marketing dollars. The marketing message also should seek to convey that international students are welcome here.

An essential element of this plan is the creation of a single, user-friendly, Web-based resource through which international students are able to access information about everything from program options to visa requirements to financial aid. This online resource should allow students to rank their personal preferences, such as cost, location, and field of study, and should provide links to institutions that match up with their preferences. Ideally, these links would allow students to apply for admission online directly. Last November, the Departments of Commerce and State, along with private sector funding, developed a multimedia campaign to market U.S. higher education opportunities to potential students in China called the "Electronic Education Fair for China". The campaign included a customized web page for prospective Chinese students, plus a DVD documentary detailing the experiences of Chinese students currently studying at U.S. institutions. We understand that there are plans in the near future for a similar campaign in India. This is good first step, but, as articulated above, more can and should be done to expand on this effort, both in substance and in scope.

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A Way Forward

How can we move these eminently sensible measures from talk to action? First, the President must set a strong policy direction by announcing a comprehensive policy to attract international students and scholars to the United States. Second, Congress should establish an International Education Coordination Council in the Executive Office of the President to spearhead the policy's implementation. The council should be chaired by a senior White House official and should coordinate the activities of the U.S. government in order to further the policy's objectives. The council should be composed of the Departments of State, Homeland Security, Education, Commerce, Energy, and Labor, as well as the FBI, the Social Security Administration, and such other agencies as the President may designate.

Conclusion

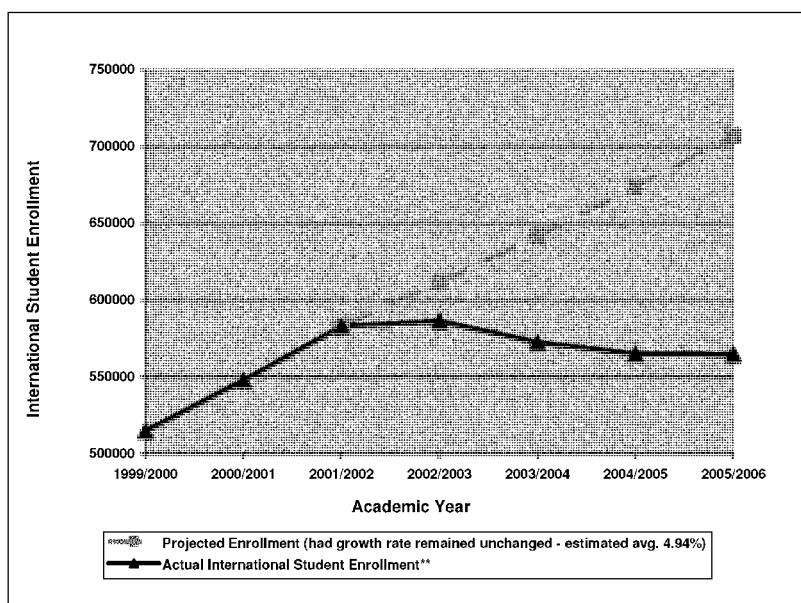
The American way of life owes its success and vitality to our historical ability to harness the best in knowledge and ideas, not only those that are home grown, but also those that come from outside our borders. We must sustain and reinvigorate this tradition to be competitive in today's global market for talent. Other countries are aggressively using international education to advance their economies and foreign policies. The United States has been remarkably complacent in this arena, slow to appreciate the impact of new educational markets around the globe and the ways that today's unprecedented movement of people across borders has fundamentally shifted the playing field in education, business, and scientific and technological discovery. To get back on track, America needs to do better. We call for national leadership to elevate international educational exchange as a national priority and to establish a national strategy to ensure that the United States can attract the best in talent from around the globe.

Thank you for the opportunity to appear before you today. I would be delighted to answer any questions.

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APPENDIX

**GRAPH 1: International Student Enrollment in the United States
Academic Years 1999/2000 - 2005/2006**

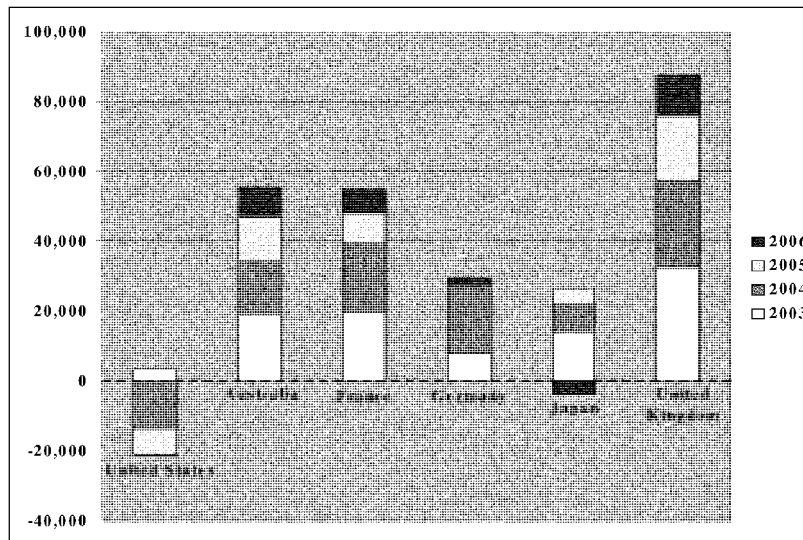


**Note: This information represents international student enrollment data as reported by the Institute of International Education, *Open Doors 2006*

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APPENDIX (cont')

**GRAPH 2: International Student Enrollment – Selected Countries, 2003-2006
Absolute Change from Previous Year**



**Note: This chart represents international student enrollment data as reported annually by the entities listed below:
 United States: Institute of International Education, *Open Doors 2003, 2004, 2005, 2006*
 Australia: Australian Government-Australian Education International
 France: Ministère Education Nationale Enseignement Supérieur Recherche
 Germany: Federal Ministry of Education Research (2003-2004); Federal Statistic Office Germany (2004-2006); 2006 enrollment numbers last updated 10/18/06.

[NOTE: Additional information submitted for the record by Ms. Johnson is not reprinted here but is available in committee records.]

Mr. DELAHUNT. And let me go to my friend and colleague from Kentucky, Mr. Yarmuth.

Mr. YARMUTH. Thank you, Mr. Chairman. And I want to thank this panel and Dr. Melillo as well. When I listen to stories such as the one that Dr. Melillo told, it makes you wonder whether in fact there is not some truth to the fact that the terrorists have won. If we have created an environment in which we have become so paranoid that people like this gentleman are held up the way that he was, that is very disconcerting.

I have a question of Ms. Vaughn. When you talked about the issue of financial support for students coming in, and in your recommendations you recommend that they be required to show that they have financial resources other than work to finance that, are you proposing also that there be some limitation on their ability to work once they got here? Because that would seem to be counter-productive, too. Or are you just saying that this should be kind of one indication of the fact that they are legitimate students?

Ms. VAUGHN. Well, I think both, actually. I think we do have to ensure that people can support their proposed course of study. And the reason for that—and it doesn't matter so much, I don't think, where the support comes from, as long as—the purpose of the requirement in the law, as I understand it, is to make it less likely that someone would have to drop out and start working and stay here out of status. And that if they can show adequate support, then that is unlikely to happen.

I think it is appropriate to offer scholarships to further public diplomacy goals if that is something that is genuinely agreed would be in the public interest. And there are a lot of reasons why that would be a positive thing, as long as it doesn't happen at the expense of those kinds of programs for U.S. students. I am sure we can find that balance.

But I do think we need to be careful in allowing foreign students to work here because, you know, we need to make sure that their primary focus is on completing the academic program, and not so that their priority is not necessarily drifting off into the work force.

Mr. DELAHUNT. If the gentleman would yield for a moment, doesn't that present a conundrum? I mean if we want to attract diverse—particularly economic—applicants and students to come here, to hold them financially responsible before they arrive, without allowing them to work to support themselves, probably in some work-study program, means that we are going to eliminate their ability to matriculate in this country.

Ms. VAUGHN. Not necessarily. If they are adequately supported with—if they can't pay for their education themselves, and we either make—the school, for whatever reason, thinks it is important for this person to be able to study here, then they should provide that support to make it happen. Or if the U.S. Government or State government thinks that that is really important for whatever reason for that student to come here, then they should support that. But it is really not fair to offer admission to people who aren't going to be able to stay enrolled because they have financial difficulties. That is the reason why a consul officer examines that as part of the student visa application process. The goal is to make sure that people are not stranded here, and also people are not

using the student visa as an excuse to come here, when what their real objective is to stay.

Mr. DELAHUNT. But isn't that the responsibility—I will yield right back—but isn't that the responsibility of the government, the Department of Homeland Security, to ensure that they are not staying? You know, as you indicated, we provided the resources. I mean we are not—we have had this rather contentious debate on immigration and, you know, clearly the laws should be enforced. But in terms of our public diplomacy effort and bringing people to this country, it is the obligation of Homeland Security to be concerned about the drift. For those of us who are interested in public diplomacy and curtailing the downward spin as far as America's image in the world, because it does have severe consequences, you know, I think we have got to, you know, be balanced, if you will.

Yeah, you are right, you said it earlier. The Department of Homeland Security, you know, should be enforcing the laws. If they are not enforcing the laws, then we should be doing that kind of oversight, making those kinds of changes. But—well, let me yield back to the gentleman.

Mr. YARMUTH. Thank you, Mr. Chairman. And you were going in a direction that I wanted to go in also, to make the point that it seems to me that by—I understand the issue of making sure that the visas do not become a total sham technique for getting into the country to work or to do something else. But once it has been established that a person is a legitimate student, through whatever means at the consular level, it seems to me that you would want to allow these people, many of whom are extremely talented, many of whom bring talents and background and skills to this country that may be very useful in a lot of endeavors, to make those skills available while they are here studying as well.

I mean, I sat through two commencements in the last year and have seen the number of foreign students at the master's and Ph.D. level parade up and get diplomas. And I am sure they performed a lot of very valuable services while they were here to American companies, institutions, and so forth. And it just seems to me that the implication of your recommendation is that we would cut off the access to a lot of very talented people who could help our country.

Ms. VAUGHN. We do have visa programs for—exceptions in our visa laws to accommodate people who have graduated or who have master's degrees, Ph.D.'s from American institutions—to get, for example, an H-1B visa.

Mr. YARMUTH. I am talking about them working while they are in school. Now it would seem to me to be counterproductive in many instances to prohibit them. That is what I was trying to get at: whether that was actually your recommendation, or whether it was just limited to some kind of a baseline qualification for the student visa.

Ms. VAUGHN. I think the issue of working while they are here is a different one from what happens after they get the diploma, if they are working during the duration of their academic studies versus afterwards. I think until we have real knowledge of what the impact would be of allowing 1 million foreign students and dependents to work, I don't think we should go there until we know

what impact that is going to have on opportunities for Americans who might be studying at the same institution, how that affects the students' propensity to stay here at the end of their studies, and whether that is useful or not.

We unfortunately don't have good information about what happens to foreign students after they get here. We just don't know. And that is a failure of the Department of Homeland Security. There is no way around that. But I think actually institutions of higher education could tell us, too, if they were interested in that question.

Mr. YARMUTH. That is what I was going to ask, if anybody else on the panel had a comment on that. Maybe Ms. Bellows, some anecdotal information from Georgetown, possibly.

Ms. BELLOWS. We have the Center for the Institute for the Study of International Migration, run by Susan Martin, who has done a tremendous amount of study actually on international students and scholars who have come to the United States. Actually, she just published her latest work on that about a month ago. And so I recommend that you go ahead and take a look at that. There are numbers out there. There actually is information out there that perhaps CIS hasn't seen yet.

The other thing that I want to say is that the laws, the regulations, for Department of Homeland Security are very clear in that every student who comes here on an F-1 or J-1 visa is going to school full-time, first and foremost, and that they do show that they have the funding.

The secondary part of this is, are we going to give them the theory and no practice? We need to also train people in their field of study so that they can be effective professionals when they leave the educational institution and go into the workplace.

Ms. VAUGHN. May I? Actually, I don't have a problem with training. What I do have a problem with is having a provision for optional practical training in our visa law, that we actually have no evidence on whether that is in fact being used for training or is it regular employment? And I think there is a big difference. And I have not seen anything on that at all. We don't regulate the optional practical training program at all the way we do training programs, for example, under the J visa program, where the host organization has to show their training program, and how that fits in with standards in that industry, and how long it is going to take, and what the student is going to get out of it. I have issued many visas for optional practical training, and I can tell you they are jobs. They are just jobs. And you know, that is great, but does it make sense for the U.S. Government to have a policy that facilitates regular employment for people who may be—who came here to study and we thought they were going to go back home? I mean, you know, what really is our goal here? And is our program achieving it?

Ms. BELLOWS. Please come to my office and I will give you that information.

Mr. YARMUTH. Thank you both.

Mr. DELAHUNT. Well, we solved that problem. We will get Ms. Vaughn and Ms. Bellows together.

Ms. VAUGHN. Lunch?

Ms. BELLOWS. Okay.

Mr. DELAHUNT. Yeah, who picks up the tab for lunch? Congressman Yarmuth, are you going to stay with us, or do you have to—

Mr. YARMUTH. I have a meeting.

Mr. DELAHUNT. Very good. Thank you for your attendance today.

Let me go to Dr. Geier. We had spoken earlier about the UWC program. I think it was Secretary Farrell that initially raised the issue about English. I want to go just past that particular impediment for those that would be interested in coming here to study and talk about particularly—again, going to the developing world—the lack—and I am making a presumption here, and maybe it is an inaccurate one—but the lack of effective educational, public educational systems. And we can continue, you know, as a Nation to attract those that can afford it, to come here. But does that help us in terms of our public diplomacy with the entire society, the street, if you will?

And it is good to have the future leaders come, but that message that is sent to the street that there is opportunity in America, not just for those that can afford it, I think has—in my opinion has a very favorable impact in terms of how we are perceived. But if I am correct in that assumption, that particularly in the developing world there are significant deficiencies in terms of public education, and even if English would be the national language, how do we reach those students who would be ill-prepared to come and study at a 4-year undergraduate program? And I think the concept of UWC addresses my concern. If you could explain the program.

Mr. GEIER. Thank you. A couple of levels of response. One is I am not sure whether they are in the room, but I had sent down abundant copies of a publication called “To Move the World,” which explicates the UWC approach, and the subsequent Davis UWC Scholars Program, which could be available to anybody who would like it. So in more detail, that is available.

In a nutshell, sure, that is one example, and only one, of a variety of pockets that could be feeder systems, if you will, into American colleges and universities for that greater diversity that you are striving for. In a way it is analogous to efforts at diversity that we have made in this country apart from legislation and top-down issues, the bottom-up kinds of initiatives that we have seen in this country over the last 40 years in efforts to more democratize, make more accessible undergraduate educational institutions to disadvantaged peoples in this country.

There are terrific nonprofit nongovernmental organizations, A Better Chance, Sponsors for Educational Opportunity, Prep for Prep, Posse, there are just innumerable organizations that work as an intermediary institution between the failings in public education and the opportunities in both private and public higher education.

And so the question is, what analogous opportunities are there in the greater world that would help us put our finger on those promising prospective leaders who are from a greater diversity of background than those which normally would come and have the assets to come to the United States and study? So certainly the United World College movement which is predicated on a very in-

clusive theory and brings kids from 130 countries together on these 12 campuses and brings them to a level of skills and——

Mr. DELAHUNT. Let me interrupt, Doctor.

Mr. GEIER. Yeah.

Mr. DELAHUNT. The three other panelists that are present here, and our panelist from Woods Hole, are you familiar with this particular program? You are shaking your head. Ms. Bellows, Ms. Johnson. No?

Because there are people that might pick this up on the Internet, would you describe really what the program does and these schools that have been funded by the philanthropy? In very simple terms. Terms that I can understand.

Mr. GEIER. Guy-in-the-elevator approach to that. I think the most important thing is the premise on which it was built. There was a meeting of NATO leaders in 1956 in Paris at which a famed educator named Kurt Hahn, who founded Outward Bound and founded Gordonstoun, and a school in Germany called Salem, was asked to bring some outside thinking to that group. And he basically walked in the room and professed what became the United World College movement. And that is that if you bring a cohort of the most promising teenagers, 16 to 19 years old, together from as broad a set of backgrounds as possible, give them scholarships, challenge them in academics, and community service, and in physical outside kinds of character-building exercises, that the relationships that emanate from that 2 years of residential time together will create a network of tomorrow's decision makers, males and females—we have an equal balance of men and women in this program—that this coterie of future leaders potentially would, in fact, in his conceptual thinking back then, be able to—which was the objective of the meeting in Paris 1956: How do we avoid a third world war? So in a very Cold War kind of context this was an antidote, not a panacea, but one step toward that objective. So the UWCS have grown up as a series of schools around the world, now about 1,200 students at any point in time, selected from about 126 countries right now.

Mr. DELAHUNT. Where are the venues of these schools?

Mr. GEIER. They are in all regions of the world except, ironically, the Middle East right now, which it needs desperately, but obviously the circumstances don't lend themselves much to it. So specifically, they are in Wales. The U.K. Chapter was sort of the first one. There is a school in Norway. There is a school in Italy. There is a school in southern Africa in Swaziland. There is a school in India. There is a school in Singapore. There is a school in Hong Kong. There is a school in Venezuela. There is a school in Costa Rica. There is a school in Bosnia. There is a school in Canada. And there is a school in the United States.

Mr. DELAHUNT. And they bring these school students together from diverse social and economic backgrounds?

Mr. GEIER. That is the objective. And the way it is done—how do you find these kids is the question. We have voluntary indigenous committees, we call them national committees, in 126 countries, who on a voluntary basis are nominating to these 12 schools the most promising teenagers that they can find. So they run basically national scholarship competitions within each of those coun-

tries, promoting them in ways that are indigenously appropriate to their cultures, making selections using common criteria. And so out of that come, say, either 200 or 500 or 1,000 kids in any of these 100-plus countries who are seeking this opportunity. The thirst for this opportunity is great. That is why I am absolutely convinced that if we put out a scholarship competition, created some effective promotional tools for it, some good selection criteria for it, let the colleges and the universities make their own admissions and financial aid awards, supplemented by some government appropriations, which allows this to be really—

Mr. DELAHUNT. You are talking about a public-private partnership.

Mr. GEIER. A prospective investment you might consider at the government level would allow colleges and universities to make great use out of existing infrastructure. And so sure, the United World College movement—about which I could talk far too long and I won't—is really only one of a series of ways that I think you could find the kinds of diversity that you are looking for.

And I was thinking in the intervening moments between when you posed this question and now, obviously there is no easy or comprehensive or top-down solution to this. And in fact, I think that is good. I think the best thing is to push this down and out as far as possible. So we have already international outreach and recruitment of international interests of colleges and universities in this country. So we strengthen and alter that through this capacity building. Second, we have got State's infrastructure and all of its outreach tools on the ground. What a great promotional tool and a great reference system, if you will, into the individual college and university entering class opportunities.

Mr. DELAHUNT. Now these students—and it is analogous to a prep school?

Mr. GEIER. Yeah.

Mr. DELAHUNT. And once these students graduate—

Mr. GEIER. Right.

Mr. DELAHUNT [continuing]. They then obviously have assistance in terms of filling out the forms, and filing applications at selected schools here in the United States. I know there is a number at Middlebury and Davis.

Mr. GEIER. Right.

Mr. DELAHUNT. And elsewhere, obviously.

Mr. GEIER. Right. But it is not just an American thing. So most of the schools, as the students graduate, about 60 percent of them are going home to their national universities, going on to military service, going on to gap years or voluntary services of some sort. About 40 percent over the last 4 years, as this program has developed, have chosen to take advantage of what is essentially a private sector version of what could be looked at by you all. Which is to say, "My God, I never really thought I could get to America, I never really thought I could have that opportunity."

Mr. DELAHUNT. Right.

Mr. GEIER. So the astronomical growth in our program, from 42 kids in the first year to 1,400 this fall.

Mr. DELAHUNT. Fourteen hundred here in the United States?

Mr. GEIER. Right. Or to take a look at—let's just take Princeton, which prides itself on—whether it is its own rankings in its own eyes, or the eyes of *U.S. News & World Report*, or its per capita per student endowment, or whatever criteria you want to use for what's number one in this country, they went from 4 entering UWC students in 2002 to 32 entering in their freshman class this fall. So there is an elevation of potential that totally excites the campus. The Georgetown model we have just heard about is a perfect example.

Mr. DELAHUNT. Right.

Mr. GEIER. And there are lots of others that are all members of NAFSA. So the opportunity to elevate that cohort is welcomed at the college and university level, at the teaching level, at the administrative level, and I think even would be welcomed at the challenging level of finding the matching funds if that were the criteria.

Mr. DELAHUNT. Right.

Mr. GEIER. So I think the infrastructure is there, and I think this is not an exclusive for the United World College movement. I think there are zillions of really great indigenous NGO, PVD organizations springing up all over the world. All we need to do is get the word out and begin to stimulate some response in arenas we have never tried to stimulate before.

I take the point you made earlier about the State Department focusing on shoring up its strengths. And that is totally understandable. But if we are looking beyond today—

Mr. DELAHUNT. And we want to expand. Right.

Mr. GEIER [continuing]. Then I think we have an opportunity to.

Mr. DELAHUNT. I really want to commend the administration and Secretary Hughes, because I think that is her vision. We do have to shore up the base. I am familiar with the base and she is familiar with the base. But I think that it is at a moment in time where we do want to expand, and I think that these concepts that you are talking about are exciting.

Mr. GEIER. Clearly we have to move from the disincentives to the incentives. I thought that was an excellent point. And I think we need to stay focused. If we muddle this conversation up—and I think there is another point that Ms. Vaughn made—you know, we need to realize that if we get muddled up in the combination of types of international visitors who come here—

Mr. DELAHUNT. Right.

Mr. GEIER [continuing]. We are not focused on what we are really trying to accomplish in your hearing here. Because the undergraduate student is quite distinct from the exchange visitor, quite distinct from the scholar, quite distinct from the professional visitor, quite distinct from the au pair program, quite distinct from every other dimension that one might nitpick about. But if we are looking for a proactive, additive investment, position ourselves for the 21st century, I think we have got to stop quibbling about those issues and get on with it.

Mr. DELAHUNT. A larger vision, if you will.

Comments on Dr. Geier's observations? Ms. Johnson.

Ms. JOHNSON. I think just to that larger vision issue, it goes back to one of the most—

Mr. DELAHUNT. The vision thing.

Ms. JOHNSON. The vision. It is that, without a national strategy, it is very difficult to address any of these pieces, because we have a very complex system in this government. And we have got Homeland Security and State who have joint responsibility for visas. And if one of them vetoes something, nothing happens. And that is what is going on. And we have many other agencies, from Social Security—

Mr. DELAHUNT. And I appreciate that.

Ms. JOHNSON. And if we don't commit to some bigger picture, then those numbers are going to continue to look more serious. And they don't look pretty now.

Mr. DELAHUNT. I hear what you are saying. And we do have to allay your concerns, and achieve the balance, and, you know, that is the subject of another day and another hearing.

And I hear what Ms. Vaughn says. And I am not necessarily in disagreement. But I go back to what Dr. Geier said, that we don't want to get stuck in terms of the nuances and the type of visa, because we just get overwhelmed by this monstrosity where we get bureaucratized, if that is a word, and we lose the ability to reach the goal. I am not saying that those issue—those issues should be addressed, but we can't allow ourselves to get caught in the weeds, so to speak.

Ms. Johnson?

Ms. JOHNSON. I think that you are right. And I think that in terms of the partnership opportunities there are, as Dr. Geier has said, extraordinary opportunities for partnerships. The universities and colleges every day, and the States, to be frank, are stepping up to the plate in many cases to address these issues.

Mr. DELAHUNT. Yeah, they are.

Ms. JOHNSON. The State of Oregon, for instance, offers in-state tuition for international students, with the exchange of hours of community service that are identified needs in the communities where those students are going. And there are many other States who, with their own formulas, have the ability to offer in-state tuition for international students when there are opportunities created that work for everybody.

So I think that there are many things going on, and there are many, both States and private institutions, and colleges and universities, who are stepping up to the plate. But it really goes back to the question of if we could do things in a somewhat more coordinated manner, and have a more consistent message to the students of the world, all of these numbers and all of these outcomes would look much better for the country.

Mr. DELAHUNT. Well, honestly, I mean, I think particularly Secretary Hughes, and I think the Department of State, I think they understand that. I am sure that they experience many of the frustrations that have been articulated here today. But I think they are going in the right direction. And I think there is an energy here. Because, like I said at the beginning, Secretary Hughes gets it. And it is a critical component of where we are, you know, 5, 10 years from now in terms of our role in the world and our bilateral and multilateral relationships.

Ms. Bellows?

Ms. BELLOWS. Going along with what Ms. Johnson was saying about a national policy, I think it is very important to consider that in terms of funding for especially the undergraduate population that we are trying to get here, that with a national policy we might be able to address the problems that are coming up in certain situations in court decisions about giving money to particular people from particular countries. You get into the issue of discrimination in that case. So we really need to take a look at our laws concerning discrimination, to be able to give to those students who are from countries who are really needy, and to be able to bring them into our society and expose them to our values.

Mr. DELAHUNT. Yeah. Again that goes back to my original observation. I welcome students from Great Britain, and students from Japan, and students from Germany, and students from Russia. And it definitely has this positive long-term impact. But I use the term, you know, "the street." We want to get to the street, even if we don't get to it in terms of substantial numbers. But I believe there would be a recognition that we are making the effort. I think what would have an impact in terms of public diplomacy is that we are not saying no. No, we are being proactive, and we want it to happen. We want to contribute.

I really think that in terms of our foreign assistance programs, you know, this is as effective as anything that I have seen. I mean this has real impact. I mean I have spoken to—I spent a lot of time in Latin America. And I have to tell you, when you just simply talk about it, not in specific terms, but it really excites—I think you said, Dr. Geier, there is such a thirst out there. We know the demand is there. But the world doesn't believe that we are sincere when we say we want you. It is perception, but you know—and we do have impediments that we should be able to work through.

I am frustrated when I sit down with representatives of the Duma and somebody stands up and says, "Hey, I am not coming back here." I mean, we see it in terms of tourism. I am going to be filing legislation with the minority whip, Mr. Blunt, because in terms of overseas visitors, we have witnessed a decline of some 17 percent. That translates into a single year financial loss of \$43 billion. That is a lot of money. I mean, let's get practical about it.

And yes, we do have to achieve the balance that we have been talking about, and we don't want to replace American jobs. We are having this debate. I presume the administration is having some success in terms of closing the borders. But we don't want to throw a wall up. We want people to come here. And I think if they come here, as the data indicates, and we have had a number of hearings, you know, they say, hey, they are really nice people, and their values are something that we embrace.

Any final comments from anybody?

Thank you all. You have been very patient. You have been here almost 3 hours. This has been very illuminating. I suspect that we will be reaching out to all of you for further suggestions, because I really think that this is an area that we can achieve something concrete, and we can do it in a bipartisan way, and we can work with the administration.

We are now adjourned.

[Whereupon, at 12:17 p.m., the subcommittees were adjourned.]

